

Sunderland Local Plan:

Core Strategy and Development Management Policies
Draft Revised Preferred Options
August 2013

Core Strategy and Development Management Policies

Development Plan Document Draft Revised Preferred Options

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Contents

Foreword

Introduction

Why Do We Prepare These Plans?

What is the Core Strategy and why is it Important?

How the Core Strategy has developed

The Structure of the Core Strategy

Next Steps

The Core Strategy in the Wider Context

The City in Context

Key Planning Challenges and Opportunities for the City

Spatial Vision and Objectives for the City

Citywide policies

- 1.0 Policy CS1: Spatial Development, Growth and Regeneration
- 2.0 Policy CS2: Key Regeneration Sites
- 3.0 Policy CS3: Developing the City's Economic Prosperity
- 4.0 Policy CS4: Providing the Right Homes for the City
- 5.0 Policy CS5: Thriving Communities
- 6.0 Policy CS6: Connecting the City
- 7.0 Policy CS7: Caring for the City's Environment
- 8.0 Policy CS8: Renewable Energies
- 9.0 Policy CS9: Waste Management
- 10.0 Policy CS10: Minerals
- 11.0 Policy CS11: Infrastructure/Developer Contributions
- 12.0 Policy CS12: Plan, Monitor, Manage

Development Management Policies

Development Management Introduction

- 13.0 Policy DM1: Promoting Sustainable Development Patterns
- 14.0 Policy DM2: Strategic Sites and Locations for Major Development
- 15.0 Policy DM3: Economic Development
- 16.0 Policy DM4: Housing
- 17.0 Policy DM5: Communities
- 18.0 Policy DM6: Transport, Access and Parking
- 19.0 Policy DM7: Caring for the City's Environment
- 20.0 Policy DM8: Renewable Energy Development
- 21.0 Policy DM9: Waste
- 22.0 Policy DM10: Minerals
- 23.0 Policy DM11: Infrastructure and Developer Contributions

Key diagram

Glossary



Foreword

The Core Strategy is the document that sets out how the city will move towards its vision for the future.

Sunderland, its economy and landscape, have been transformed over the last 20 years. The transition from a city dominated by coal mining and heavy engineering to a modern place with an attractive living environment and a healthy economy based on advanced manufacturing and knowledge based industries has been truly impressive. Much of the transition has been achieved by changing the way that land and property has been used in the city. Public and private sector investment have been used to revitalise and regenerate buildings and sites so that they can be used for purposes that are relevant to the changing needs of the city and region.

This new Core Strategy seeks to continue the transformation by ensuring that we have a clear understanding of how the city's land and property assets need to be developed to meet the challenges facing the city over the next 20 years. Whilst much has been achieved, there is still a need to increase the number of good quality jobs available to local people and improve the choice of housing. In meeting these challenges we will need to make the right decisions about how we use the limited assets we have at our disposal and this document outlines the commitments that will move the city towards the agreed future objectives.



1.0 Introduction

Why Do We Prepare These Plans?

1. Planning ensures that new development, such as houses, offices and roads, is located in the right place at the right time.
2. By law, Councils have to prepare development plans (previously called Local Development Frameworks) that set out a long-term blueprint for the future of their area (normally over 15 to 20 years). These plans set out planning policies showing which sites or areas can be developed and where other parts should be protected. The current development plan for Sunderland, the Unitary Development Plan (UDP), was adopted in 1998 and was partially amended in 2007 by UDP Alteration No. 2 which covering the Central Sunderland area. The council is now preparing a Local Plan to replace these and set out an overall framework for the development of the city up to 2032.

The Structure of the Local Plan and Role of the Core Strategy

3. Our Local Plan will be brought forward as two separate documents:
 - This document comprises the Core Strategy which contains city-wide strategic policies together with a suite of Development Management policies, and a Key Diagram which shows how these policies will apply to different parts of the City;
 - The second will be a detailed Allocations Plan that will identify sites and land for specific uses such as housing, employment, shopping, community facilities and greenspace
4. The Core Strategy sits at the heart of our Local Plan. This Core Strategy explains how the city will change by 2032 by setting out the spatial vision and aims and the strategic policies required to deliver that vision. Most policies in the Core Strategy are not site specific. Taking its lead from the Core Strategy, the separate Allocations Plan will be prepared to provide the site specific detail. Our Local Plan may also be supplemented by Neighbourhood Plans which relate to small distinctive localities.
5. By outlining how the city will develop, the Core Strategy provides certainty, consistency and transparency for developers and communities as to how development proposals will be considered. The Core Strategy will enable the city to attract more funding and attract more investment (from businesses, residents and visitors). This will naturally help to create more jobs, attract new residents and sustain and enhance essential services and facilities such as shops, schools and, doctors.
6. The Core Strategy will therefore affect everyone who lives, works, plays in or visits our city.

What is a “Spatial” plan?

7. The Core Strategy is a “spatial” plan because it goes beyond traditional land use planning by bringing together and integrating policies for the development and use of land with other policies and programmes which influence the nature of the city and how it functions. These policies and programmes include the Sunderland Strategy (the community strategy) and strategies for education, health, social inclusion, waste, biodiversity, recycling and environmental protection. The Core Strategy should also be prepared taking into account urban and rural regeneration strategies, local economic and housing strategies and local transport plans.

8. The Core Strategy therefore helps to deliver a wide range of housing, economic growth, regeneration and environmental objectives.

How the Core Strategy has developed

9. This Preferred Options version of the Core Strategy represents the culmination of previous stages of plan-making, which have taken place over several years. It should also be noted that it does not mark the end of the process and there are further stages to be undertaken before the Core Strategy can be formally adopted by the Council. Work began on the preparation of the City's Local Development Framework following the introduction of the Planning and Compulsory Purchase Act in 2004. The priority was on the Core Strategy, which would set out strategic city-wide policies, with a detailed site-specific Allocations Development Plan Document to be prepared at a later stage.
10. The first formal stage of preparing the Core Strategy began with the identification of initial Issues and Options for the City. Public consultation on these took place in late 2005 and this was used to inform and prepare the subsequent Core Strategy Preferred Options draft. This was published for public consultation between December 2007 and February 2008.
11. However due to changes in legislation on plan-making and emerging local circumstances (the adoption of the RSS, new evidence on housing and employment needs), to ensure that the Core Strategy was founded on strong and sustainable development principles, it was necessary to consider how the City might develop spatially. In particular consideration needed to be given to the different ways that housing and employment might feature in Sunderland and the implications of these for future development patterns.
12. The Alternative Approaches document (September 2009) set out four different strategic options for the growth of the City over the next 20+ years. The approaches were based upon previous Core Strategy consultation feedback, the policies of the recently adopted UDP Alteration for Central Sunderland, the emerging Economic Masterplan and the principles of the Regional Spatial Strategy (RSS). They proposed:
- **Approach A- Focusing development upon the conurbation.**
This principally concentrates on the development and growth of the city centre/Central Sunderland, with further focus on Washington and the main built-up area of Sunderland. Taking a lead from the RSS, only "sustainable growth" would be sought in the Coalfield.
 - **Approach B- Proportional distribution of development.**
This would broadly reflect existing population levels and land area of the four sub-areas and therefore provide a proportional distribution of development across the City. Additional development emphasis would be given to the city centre and Central Sunderland area due to its regeneration priority.
 - **Approach C- Focus development within the current urban area.**
This would concentrate development within the existing urban area and on suitable previously developed land (brownfield), retaining open space and countryside. Again there would be limited growth in the Coalfield.
 - **Approach D- Sub-area spatial requirements.**
A hybrid of Approaches 1-3, this would focus on defined local sub-area needs and priorities.

13. Each Approach had different implications for the distribution of the RSS housing and employment targets across the city. Accordingly, a detailed analysis of the strengths and weaknesses accompanied each approach, and a detailed Sustainability Appraisal of each approach was undertaken to test their relative sustainability merits
14. Responses from the 8-week public consultation highlighted that Approach D was the preferred approach. The principles of this Approach were therefore further developed and refined, and form the basis of this Preferred Options version of the Core Strategy.

How has this Core Strategy been Compiled?

15. This Revised Preferred Option draft of the Core Strategy has not been prepared in isolation. It is the product of robust evidence, public consultation and a Sustainability Appraisal undertaken by the City Council and its partners. In addition, it has been informed by:-
 - The Sunderland Strategy 2008 – 2025
 - The Sunderland Economic Masterplan (2010)
 - The National Planning Policy Framework and previous statements of national planning policies
 - The North East of England Plan (the Regional Spatial Strategy)
 - The results of a comprehensive evidence base¹ such as the Strategic Housing Market Assessment and Strategic Housing Land Availability Studies, Employment Land Assessment, Retail Needs Assessment and Greenspace Study
 - The findings of the accompanying Sustainability Appraisal and Appropriate Assessment
 - Other plans and strategies which have a spatial impact prepared by the City Council and its partners
 - The outcome of extensive engagement activities with the public, local businesses and partners. Consultations began in late 2005 with the Issues and Options Draft, the Preferred Options Draft in 2007/08 and latterly the Alternative Approaches in 2009
 - Looking at and considering other reasonable alternatives. Accompanying each Preferred Options policy are a series of 'Rejected Options' which demonstrates how each policy has been tested, analysed and justified in terms of the wider policy review, public consultation and the Sustainability Appraisal

Supporting Documents to this Core Strategy

16. This version of the Core Strategy is accompanied by three key supporting documents:
 - **Sustainability Appraisal** report as required by the Planning and Compulsory Purchase Act 2004. This includes a Strategic Environmental Assessment of the plan as required by European directive.
 - An '**Appropriate Assessment**' Report of the potential impact of the plan on Natura 2000 sites (these are international designations covering species and ecological habitats), again a legislative requirement, has also been prepared.
 - The **Infrastructure Delivery Plan** which demonstrates what infrastructure is required to support planned growth and development, how much will it cost, where the money will come from to provide infrastructure and who will be responsible for its delivery.

¹All evidence will be kept under review. Significant changes to evidence will be reflected in future versions of the Core Strategy.

17. All supporting studies, government guidance and other reports used to reach these Preferred Options are available from the City Council's website (www.sunderland.gov.uk-development-plan).

Structure of the Core Strategy

18. This Core Strategy has two parts:-

Part 1- Core Strategy Policies (Chapter 1-12)

Comprises a suite of 10 broad Strategic city- wide policies that bring together a range of policy requirements. In summary, these relate to:

- The spatial growth and regeneration of the city and how new development will be distributed in the five separate sub-areas: Central Area; Sunderland North; Sunderland South; Coalfield; and Washington
- Developing the city's economic prosperity to meet the long term employment and retail requirements (as informed by evidence on employment land and retail needs)
- Ensuring there remains a sufficient supply of housing land to meet existing and future needs (for both general market and affordable housing)
- Ensuring that movement and travel promotes the city's sustainable regeneration
- Protecting and enhancing the city's built and natural environment
- How the city will effectively manage both minerals and waste
- How the city will manage and respond to changing circumstances

Part 2- Development Management Policies (Chapter 13-23)

Comprises a suite of detailed development management policies which take their lead from the higher tier Core Strategy policies, which are to be used on a day to day basis to inform planning applications. These policies cover areas such as:

- Managing the release of new sites giving priority to re-using brownfield land and other sustainable sites
 - The control and development of new and existing employment sites
 - Detailed requirements as to new residential development including the required mix of types, affordable housing requirements, student accommodation
 - The control of new development within the open countryside, including the Green Belt.
19. This is the first time that development management policies have been included in the Core Strategy, so the wording contained in this document should not be treated as finalised. Future drafts of the development management policies will be shaped by comments received through the consultation process and will include additional explanatory text to assist with context and definitions.

The Key Diagram

20. The strategic policies are illustrated on a 'key diagram' which shows their geographical relationship and how the City could grow and change over time.

Next Steps

- 21 Following on from the Preferred Options document there are two further stages of plan-making before the Core Strategy is examined by an independent Government Inspector. The current anticipated programme is:-
- | | |
|-------------|-------------|
| Publication | Spring 2014 |
| Submission | Early 2015 |
| Examination | Spring 2015 |
| Adoption | Late 2015 |
- 22 This programme could be subject to change depending upon how individual stages progress. However, the Core Strategy is anticipated as being adopted in late 2015, when it will replace the strategic policies of the Unitary Development Plan and Alteration No.2.

Developing the Core Strategy during the Economic Downturn - Delivery and Viability

23. This Core Strategy is being brought forward at a time of great economic uncertainty which has significant implications for how the policies and proposals will be implemented or “delivered”.
24. Where possible it has been designed to allow for flexibility in development in order to ensure that its vision and objectives are met. This will allow for key strategic elements to be delivered whilst allowing for future uncertainty.
25. Where a Core Strategy policy potentially places a requirement on a development (such as a s.106 agreement or developer contribution) that potentially affects its viability, an alternative will be considered following robust justification clearly stating why the proposal is not deliverable or financially viable. The council may, however, seek to place time limits on implementation or seek other measures to ensure the sustainability of the development.

Sites for Major Development

26. Whilst the Core Strategy cannot be a site-specific plan, it can by exception allocate sites which are considered to be central to the achievement of the strategy and where investment requires a long lead-in. Known as Strategic Sites, the Core Strategy proposes to allocate two such sites; one at Vaux/Farringdon Row in the City Centre and another on land to the North of the Nissan car plant at Washington. These are detailed in Core Strategy Policy CS3.2.
27. The Core Strategy also outlines several Locations for Major Development (LMDs). Unlike the two Strategic Sites, these are not critical to the delivery and success of the Core Strategy, however, the LMDs can help to regenerate large areas across the city. Planned in a comprehensive fashion, these would have a significant impact upon the pattern of land use within the city. Because the Core Strategy cannot allocate specific sites, at this stage these locations do not constitute site specific allocations, but provide further context for future development options that will be refined in further detail in the separate Allocations Plan.

The Core Strategy in the Wider Context

28. The Core Strategy is guided by other plans and policies prepared at the national, regional and local level.

The National Planning Context

29. This Government has embarked upon an ongoing system of reform of the planning system. The Localism Act (2011) has given local communities and areas greater control over their own futures.
30. Whilst councils prepare Local Plans, communities can have a far greater influence over what happens where they live. They can bring forward Neighbourhood Development Plans, Neighbourhood Development Orders and Community Right to Build Orders. These must conform to the Core Strategy and national policies, and are designed to foster and shape new development rather than inhibit it.
31. In March 2012, the **National Planning Policy Framework (NPPF)** consolidated and simplified all national policies into a single document. The objective underpinning the NPPF is the 'presumption in favour of sustainable development' whereby plans must support sustainable growth.

Regional Context

32. Previously, the **Regional Spatial Strategy for the North East (RSS)** formed part of our city wide development plan. It provided regionally based policies and set long term targets primarily for future housing and employment needs. On 15 April 2013, Government formally abolished the RSS as part of its Localism agenda. Using more up to date evidence, this Core Strategy is proposing new growth targets. However, many of the former RSS policies are still of value and where relevant, have been absorbed into this Core Strategy.
33. Business led **Local Enterprise Partnerships (LEPs)** have now been established across the country. The North East LEP comprises the seven councils of Durham, Gateshead, Newcastle, Northumberland, North Tyneside, South Tyneside and Sunderland. Whilst the LEP retains no statutory land use planning powers, it will be responsible for determining local economic priorities and undertaking activities to drive economic growth and local job creation. These will clearly have important effects on the future development of the city. Recently, an independent Economic Review was completed (in April 2013) setting out a series of recommendations as to how the region can grow.
34. In tandem with the creation of the North East LEP, the seven authorities have recently come together to form the "LA7 Leadership Board". The intention will be to create a statutory body to maximise opportunities for economic growth in the area (some of which are highlighted in the Economic Review). Its proposals have specific propositions for:
 - Economic growth - with the creation of a joint economic Growth Plan for the region, setting out how greater prosperity can be delivered
 - Transport - with the potential to establish a new organisation with the remit covering transport for the whole LEP area, along with the improved use of technology and the seeking of further transport responsibilities to the region
 - Skills - centring on proposals to establish a skills system that will bring greater employer influence, increasing the number of people with higher level skills and investing in high quality advice and guidance
35. As a replacement to the loss of the statutory regional tier of plans, all councils and public bodies must now collaborate on strategic cross-boundary issues. Locally, to comply with this **duty to cooperate**, a draft protocol has been prepared to formalise the arrangements to consider such cross-boundary issues as the respective development plans are being prepared. In preparing Sunderland's Core Strategy, there has and continues to be an ongoing dialogue with our neighbouring authorities (primarily Durham CC, Gateshead MBC

and South Tyneside MBC) to ensure a co-ordinated approach towards the delivery of each other's proposals.

36. Some of the matters that have and will continue to require ongoing cooperation are shown on Figure 1 and can be summarised as follows:

Economic Prosperity

- The potential to extend the proposed strategic employment site north of Nissan into Green Belt land within South Tyneside. The two council's have also worked together on the recent City Deal bid to secure the economic regeneration of the area
- The impact of emerging initiatives and decisions taken by the North East LEP and Combined Authorities
- The North East LEP's Enterprise Zone (in 2011) totals some 117 hectares with sites in Sunderland, Newcastle, North Tyneside and Blyth. The Sunderland element is some 32 hectares and comprises 3 sites in the vicinity of the Nissan Car Plant. The Enterprise Zone benefits from, amongst other things, a package of financial incentives and more simplified planning requirements through Local Development Orders

Sustainable Communities

- Sunderland's housing market does not necessarily stop at its administrative boundary and can extend into the neighbouring areas. It is important to work jointly to ensure that the right housing is provided in the right place and are supported by relevant services and facilities

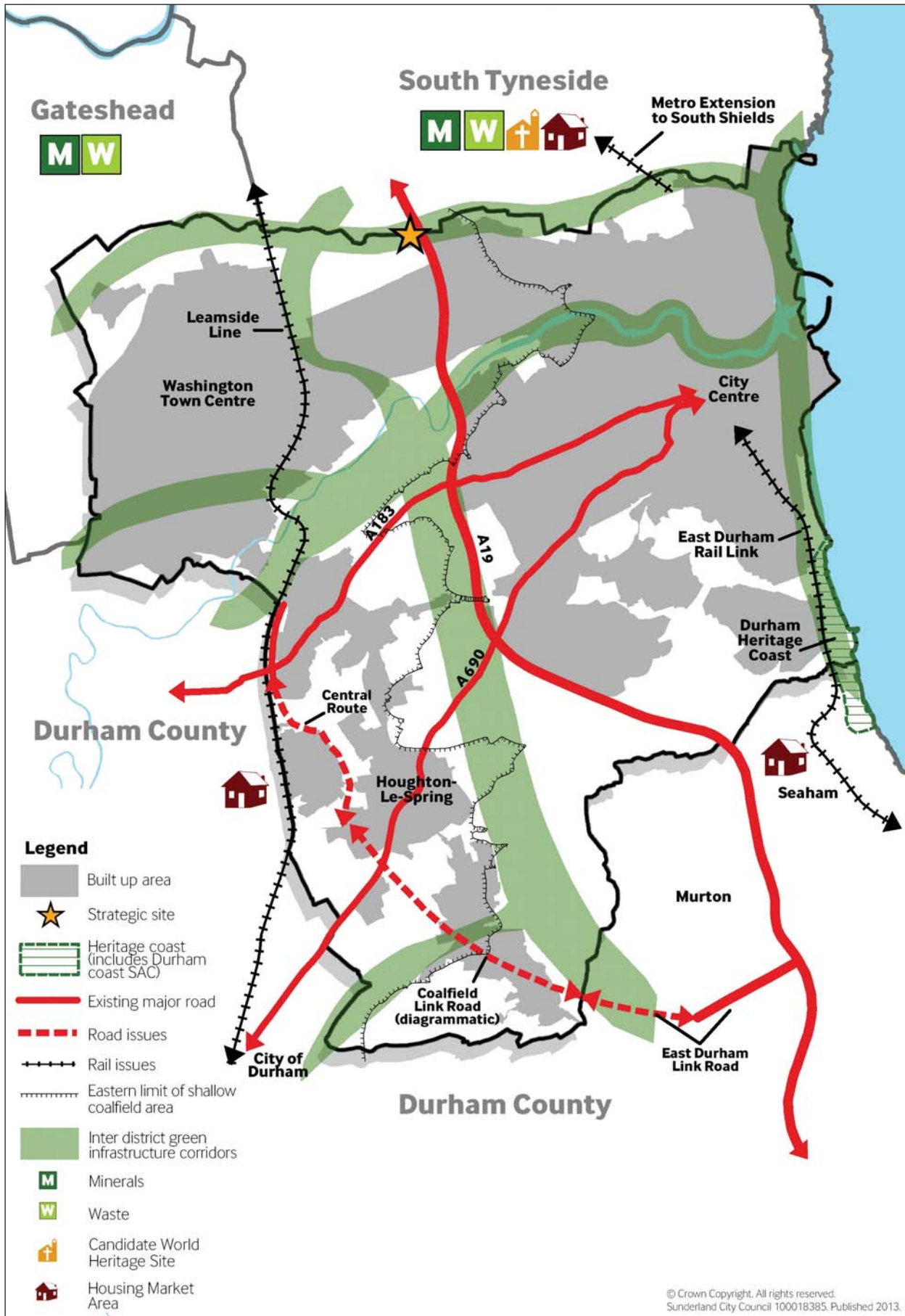
Connectivity

- The future use of the Leamside Line.
- The potential for improvements to the Durham Coast railway line to facilitate local travel opportunities.
- The possibility of connecting the Pelaw-Sunderland Metro line with the Pelaw-South Shields line via a link near Biddick Hall in South Tyneside district.
- The future of the East Durham Link Road and Coalfield Regeneration Route.

Environment

- Strategic cross -boundary green infrastructure corridors.
- The role and function of the Green Belt between Sunderland and South Tyneside
- The coast (through the emerging Marine Maritime Plan), its Natura 2000 European wildlife sites, Special Protection Area and Special Area of Conservation, its Durham Heritage Coast designation and the future National Coastal Footpath.
- Working jointly with Gateshead and South Tyneside to meet our waste needs.
- Working collectively with the North East councils to meet requirements for minerals extraction.
- The Limestone Landscape Partnership which seeks to conserve the landscape, wildlife and heritage of the East Durham Magnesian Limestone.
- St. Peter's Church in Sunderland and St. Paul's Church in Jarrow are part of the twin Anglo-Saxon monastery of Wearmouth-Jarrow, where World Heritage Site status is being sought.

Figure 1: Cross Boundary Issues



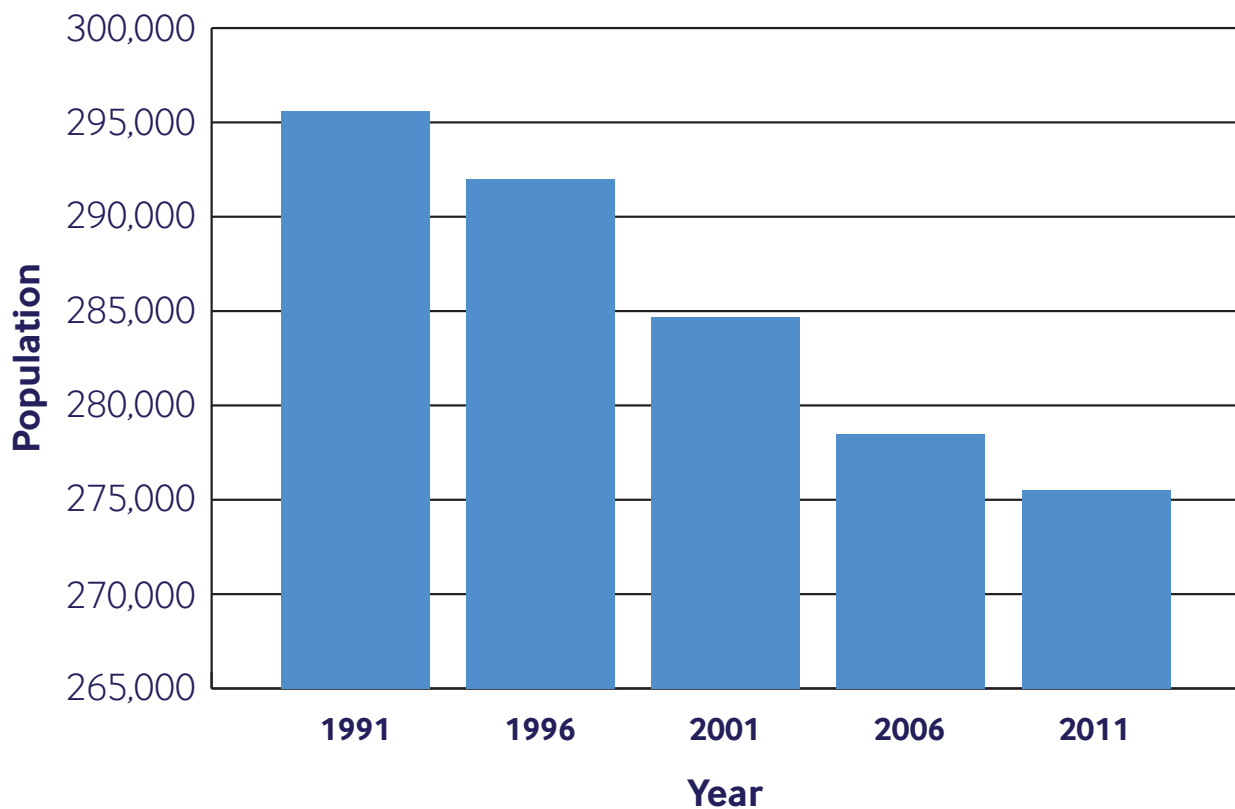
The Local Context

37. The Sunderland Strategy 2008-2025 provides the overarching suite of priorities identified by the council and its partners. Specific aims are identified around developing a more sustainable, prosperous, healthy, learning, attractive and inclusive city.
38. In 2010, the council and its partners launched the Sunderland Economic Masterplan to guide the city's economic growth over the next 15 years. This integrates both the urban economic strategy and the spatial framework for the city. The Masterplan's long term vision for the city is: "To create an entrepreneurial university city at the heart of a low carbon regional economy"
39. This is underpinned by five aims that will have a spatial dimension:
 - Aim 1: A new kind of University City**
developing Sunderland University's ability to facilitate enterprise and innovation in the city.
 - Aim 2: A national hub of the low carbon economy**
emphasising the city's potential in pioneering a low carbon economy.
 - Aim 3: A connected waterfront City Centre**
emphasising the importance of the city's waterfront position as a driver for economic development and place-making
 - Aim 4: A whole-life, inclusive city economy**
ensuring the strategy delivers economic interventions that directly contributes to improving access to opportunity and reducing worklessness and social exclusion in the city
 - Aim 5: Entrepreneurial in economic leadership**
driving this ambitious city agenda will require clear, strong and entrepreneurial leadership around which resources and appropriate governance arrangements can be assembled.
40. The Core Strategy has been influenced by, and, in turn informed the production of these two important documents and will be the key mechanism in delivering their spatial objectives.

The City in Context

- 41. Sunderland is a large city on the north east coast covering an area of 137 square kilometres. The River Wear which bisects the city, flows through working farmland, landscaped parks and urban areas before finding its way to the busy Port of Sunderland.
- 42. Sunderland has an estimated population of some 275,500², though trends have highlighted that the population has been predominantly falling over the past 20 years (the proportion of residents from black and minority ethnic communities has risen in the last decade). However, the Office for National Statistics project the population will increase over the next 20 years. It is also the case that the structure of the city’s population is expected to change, with a move towards an increase in the older age groups.
- 43. Known widely for coalmining, shipbuilding and the manufacturing of high quality glass, Sunderland was one of the main economic powerhouses of the north east. Over recent decades these operations closed. Between 1975 and 1989 the city lost a quarter of its jobs as the main employment sectors declined.

Projected population change in Sunderland 1991-2011

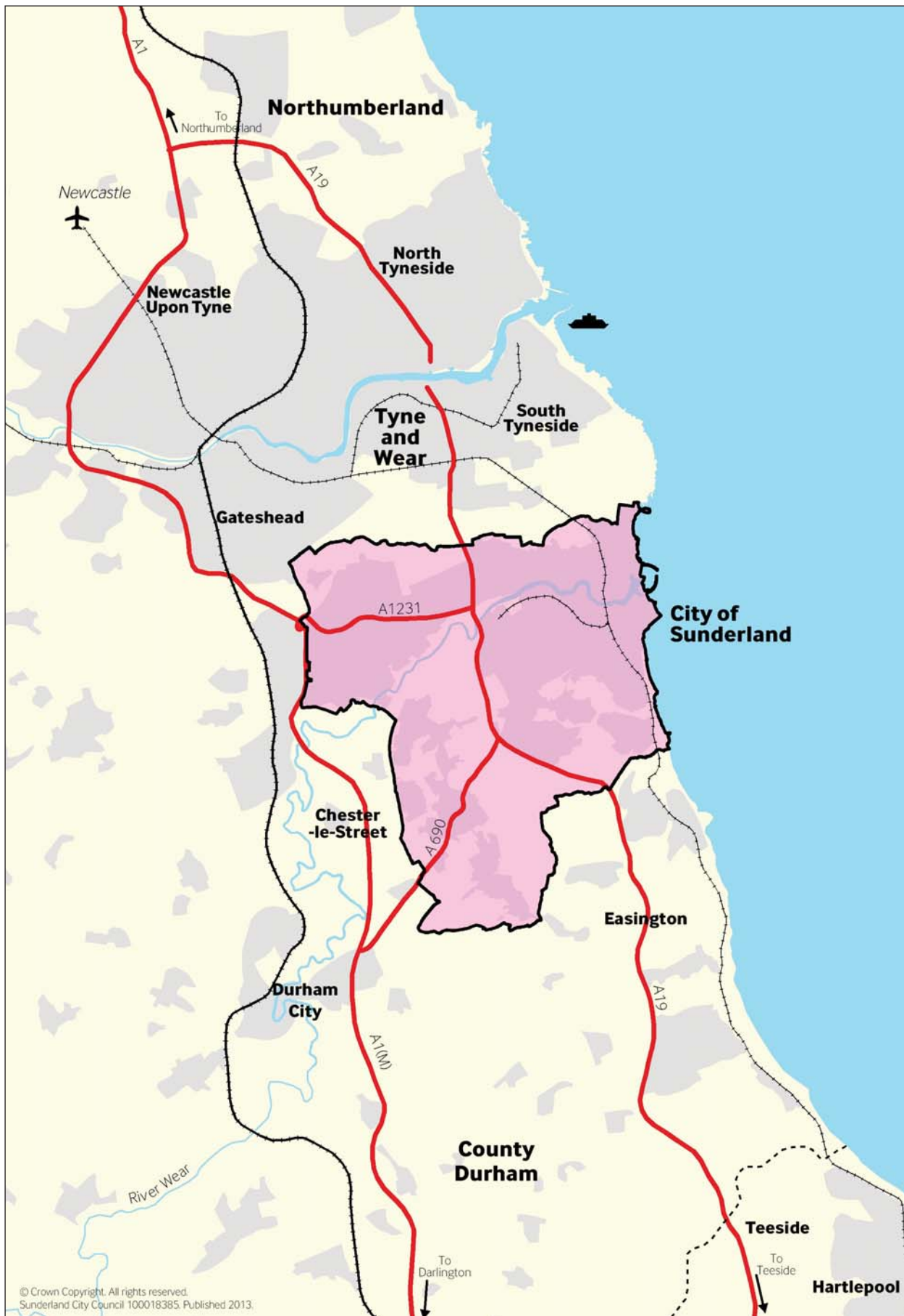


- 44. The city has since undergone a significant physical and economic transformation. In place of our old industrial sectors, we are now world leaders in automotive manufacturing, following the location of Nissan in Washington, and specialists in the financial and customer services. Sunderland now has a reputation for being one of the most IT-intelligent communities globally. In the last 10 years the city has attracted more jobs through inward investment than any other location in the North East, in part through impressive facilities such as Doxford International and Rainton Bridge South Business Parks.

²Census 2011

45. Despite many improvements, parts of the city still suffer from deprivation - 70 of the 188 Census Localities (called Super Output Areas or SOAs) in Sunderland are ranked among the 20% most deprived in England.
46. The University of Sunderland attracts some 15,000 students (one in ten from overseas) to its prestigious modern campus at St. Peter's Riverside, together with a £75million city centre campus. It has one of the best media centres in Europe and is well placed to influence the shaping of a new kind of University City.
47. Despite its heavy industry background, Sunderland has a rich and diverse natural and cultural heritage. Fifty seven per cent of the city is green, comprising open countryside (some of which is designated as Green Belt), sandy beaches, greenspaces within the urban fabric and over 80 sites recognised for their nature conservation value. We have been extremely active in delivering significant environmental improvements. Since 1974, over 1,000 hectares of former industrial land has been reclaimed for new uses such as major new country parks, business parks and Sunderland AFC's Stadium of Light.

Figure 2: Sunderland in the Regional Context



48. Sunderland's housing stock is dominated by terraces and semi-detached properties and there is a shortage of detached dwellings. Two thirds of all homes fall into the lowest Council Tax bracket (Band A) which indicates a need to diversify the existing housing stock to ensure that sufficient homes are provided of the right type, in the right place and in the right tenure. Gento, the city's largest single registered housing provider, continues a programme of modernising its portfolio.

Current Housing Stock

Tenure	Sunderland (%)	North East (%)	England (%)
Owner Occupied	59.8	61.8	63.4
Affordable (Social/affordable rented)	27.1	22.9	17.7
Private Rented	12.8	14.9	18.1
Intermediate	0.3	0.4	0.8

Tenure	Sunderland (%)	North East (%)	England (%)
Detached house	7.5	10.8	15.5
Semi-detached house	34.0	30.4	24.3
Terraced house	28.0	30.4	27.0
Bungalow (including Sunderland Cottages)	16.1	11.8	9.8
Flat/Maisonette	14.1	16.2	22.0
Other	0.4	0.3	1.4

SOURCE: SHMA 2012 Findings

49. The city is served by the A19 trunk road running north to south, the A1231 from east to west and the A690 linking the city to the A1(M) via the area of the city known as the Coalfield. Northern Rail services between Carlisle and Middlesbrough run to Sunderland Station and the Grand Central train service connects the city to London. Locally, the Tyne and Wear Metro links the city to the wider Tyne and Wear conurbation and the International Airport at Newcastle.

Key Planning Challenges and Opportunities for the City

50. Despite the successes, there remains a range of significant social, physical and economic challenges. Most critical is the current global recession leading to a fall in living standards, rising unemployment, and worsening conditions for business.
51. The broad spatial issue for the Core Strategy is to deliver a sustainable pattern of development that meets the needs of communities and businesses. This needs to take account of the growing influence of car travel, but also the dispersed pattern of the city's built form; with a city centre quite offset from the centre of its catchment and major dividing features such as the River Wear and Magnesian Limestone Escarpment. This puts pressure on existing public transport systems.

- 52. The limited choice in the city’s housing stock remains an important factor in why people, particularly those with families, leave the city for neighbouring areas (such as Durham). This creates problems for the city as schools, shops and services come under increasing pressure to remain viable with an ever decreasing customer base.
- 53. The key spatial challenges and opportunities for the Core Strategy can be summarised as follows:

Challenge	Opportunities
Geography	
<ul style="list-style-type: none"> • A substantial (but not inexhaustible) supply of brownfield land. Some cannot be viably developed without significant investment. • The Magnesian Limestone Escarpment divides Sunderland from the Coalfields. • Geography and topography fragment the City Centre from the river and coast. 	<ul style="list-style-type: none"> • The city has a good track record in regeneration • Delivering key development areas in the Central Area to provide greater physical and functional links.
Sustainable Communities	
<ul style="list-style-type: none"> • Parts of the city have high deprivation. • Low levels of progression into higher education or higher earning jobs. • Wealth and health fall below the UK average. • Unemployment, whilst at a 25 year low, is higher than the national average. • Housing choice has not kept pace with aspirations and income. • A falling population that is now forecast to grow. • The city’s population is ageing. • Family forming age groups with higher paid jobs seek wider housing choices elsewhere but commute into the city to work. • Obesity is becoming more prevalent • Educational attainment is improving but is below the national average. • A mismatch between skills and jobs. 	<ul style="list-style-type: none"> • New housing will re-balance the housing stock, and stem out migration by providing choice and meeting needs. • New housing should maximise access to employment and services (physically and digitally). • Established housing market renewal programme. • Address physical factors of provision and access to formal/informal recreation space, decent housing, facilities for walking, cycling. • Increasing the role of the University of Sunderland and Sunderland College in developing vocational skills and creating a learning and entrepreneurial spirit. • Encouraging enterprise in schools. • Taking a strategic approach to raising skills. • Attracting and retaining young people in the city. • Working with employers and jobseekers to match people to jobs.

Challenge	Opportunities
Economic Prosperity	
<ul style="list-style-type: none"> • 16.6% of the city’s employment is based in the City Centre but lacks high quality office space. • Some employment areas require investment. • Demands exist for non-employment uses on employment areas. • Less spending power results in less investment from new retailers. • The City Centre underperforms by comparison to its neighbouring competitors • Smaller shopping centres have a poor image and require investment. • More people choosing to shop on-line. 	<ul style="list-style-type: none"> • A strong established manufacturing base • Sunderland is the most digitally connected city offering resilient connectivity for businesses. • The Enterprise Zone will spur investment. • Expanding growth in software, low carbon businesses and those associated with the health and creative industries. • Availability to diversify employment opportunities and expand on growth at Nissan. • Good track record of attracting inward investment. • Existing City Centre sites provide opportunities for comparison and convenience retailing. • The Port that now attracts more business.
Environment	
<ul style="list-style-type: none"> • High quantities of green space, though not all are of sufficient quality. • Tackling climate change. • An underutilised seafront. • Ensuring development remains sympathetic to our built heritage and natural assets. • Pressure on the Green Belt. 	<ul style="list-style-type: none"> • World Heritage Status for St Peter’s will drive heritage-led regeneration. • Reducing greenhouse gases by 80% by 2080. • Public realm improvements to ensure places remain attractive to live, work and play. • High quality tourist attractions e.g. a revitalised Seafront and successful events management.
Connectivity	
<ul style="list-style-type: none"> • Poor public transport access from the Coalfields and Washington to the City Centre. • Car is the dominant mode of travel. • The Metro does not connect all of the city. • The Leamside line has been closed for over 20 years. 	<ul style="list-style-type: none"> • Government funding confirmed for the new Wear Crossing. • Realisation of the wider SSTC. • Nexus exploring the viability of extending the Metro across to Washington and the Coalfield. • The Leamside Line provides an opportunity to improve connectivity.

Defining the City in Spatial Terms

54. The Core Strategy has divided the city into 5 sub-areas to reflect geographical, functional and operational distinctions. This section provides an overview of each area and outlines the issues and opportunities within them.

Figure 3: The Core Strategy Sub-Areas

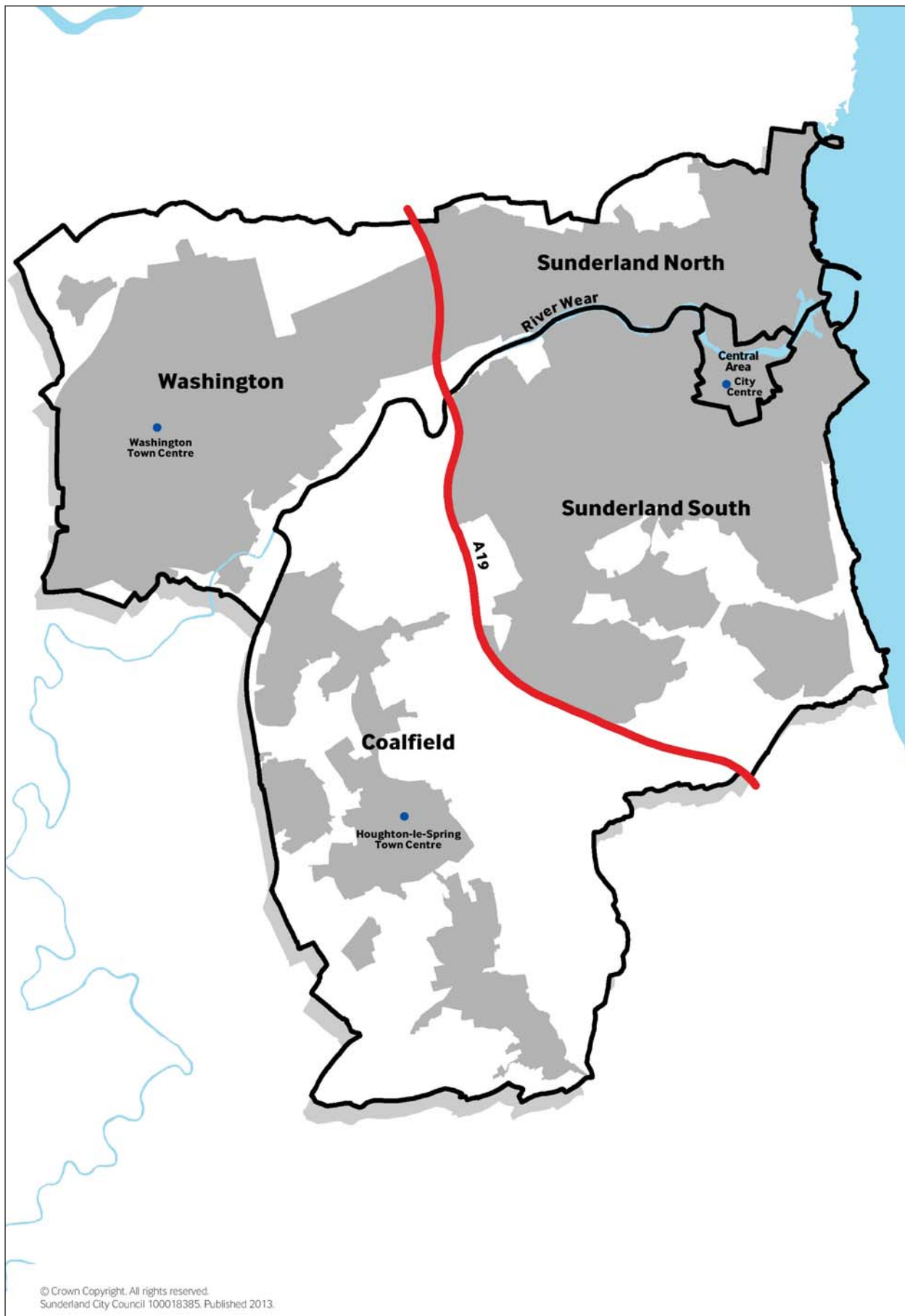
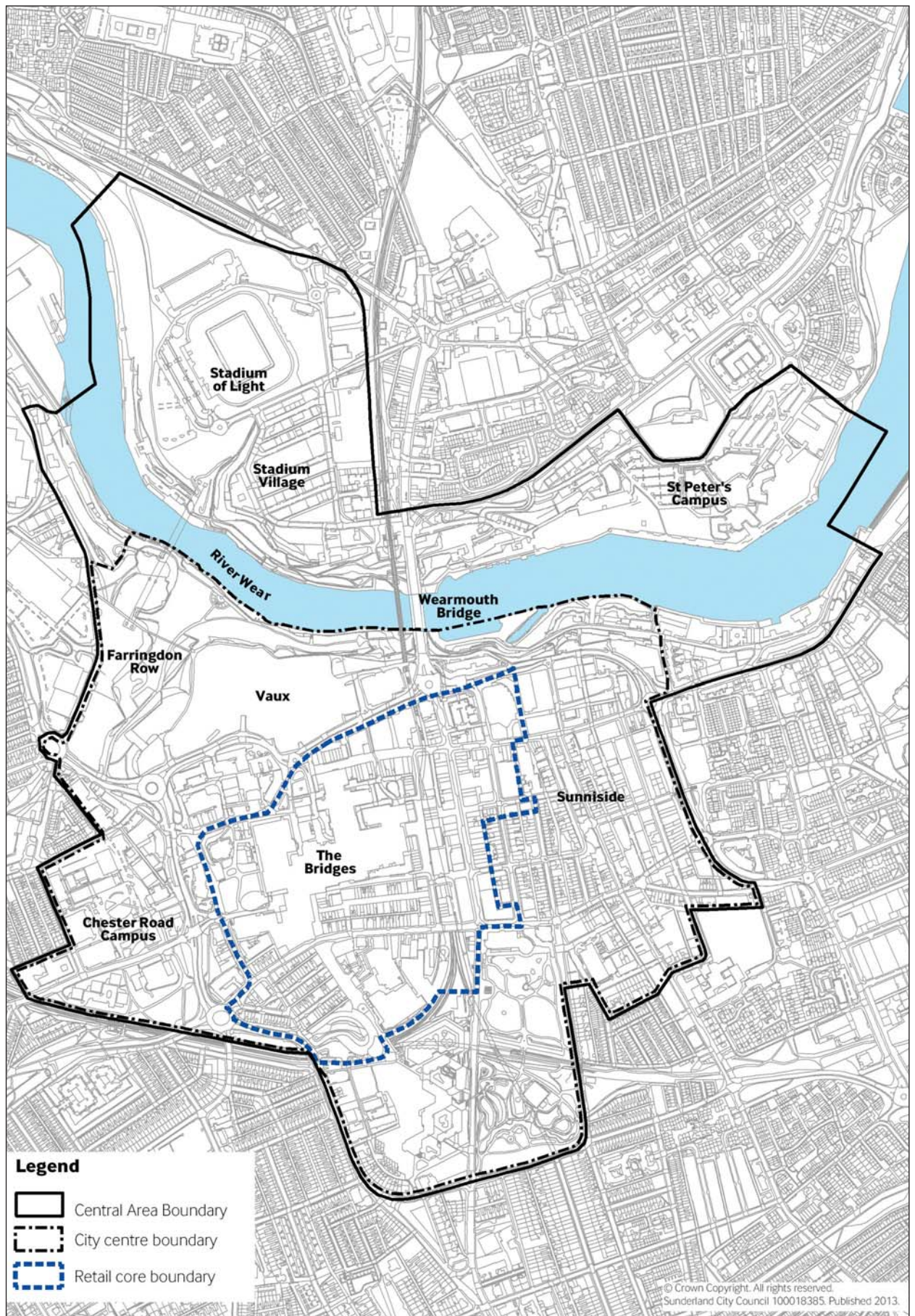


Figure 4: The Central Area



The Central Area

55. The Central Area is a small geographic area close to the mouth of the Wear. Straddling both sides of the river, it has a modest population base (of some 3,200 residents), but contains the main commercial and administrative area of Sunderland and includes the City Centre and the City Centre Retail Core.

Key issues and constraints

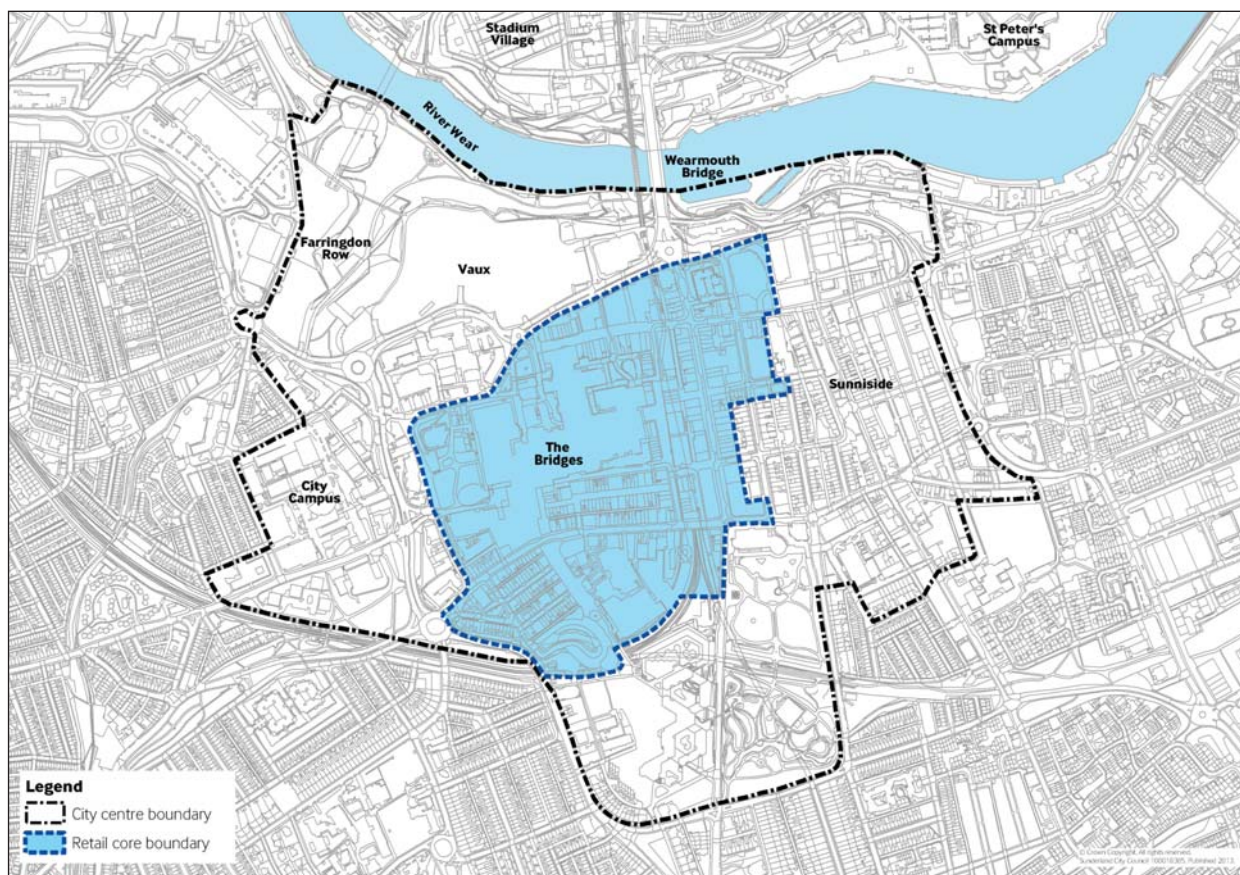
- Need to develop the city centre office market
- Declining city centre vitality and viability
- Limited residential population
- Need to protect setting of candidate World Heritage Site

Opportunities and growth

- Development of the Strategic Site at Vaux/Farringdon Row will bring new employment and housing to the City Centre and enhance its vitality and viability
- The University and Software City are key drivers in the growth of the city's knowledge-based economy
- The regeneration of Sunnyside will create a mixed-use urban quarter in the city centre
- Stadium Village has the potential to accommodate large-scale leisure uses
- Centre of the public transport network
- The designation of the candidate World Heritage Site at St. Peters will create a world-class heritage designation and attract tourists to the city.

56. Regenerating the City Centre is a key priority. There is the need to 'grow' the city centre's office market to provide the range and number of city centre B1 offices found in other similar sized cities. Apart from the multi-storey blocks in the City Centre, residential accommodation is also limited. New residential development, combined with a new office quarter on the Strategic Site at the Vaux Brewery and Farringdon Row, will provide a key component of the Core Strategy, namely, to deliver significant office employment, whilst encouraging people to live, work and shop in the city centre.
57. The potential of 'Software City' as an incubator for new business technologies will be built-upon and new initiatives brought forward in the City Centre to support the creation of a 'University City'. The University's plans for the development of its two campuses will maintain its role as a major centre for learning.
58. The City Centre's retailing function must be enhanced to maintain its vitality and viability. There is a need to provide new convenience and, more specifically, new comparison floorspace in the City Centre. Within the Retail Core (see Figure 5), opportunities for new retail development exist on sites such as Holmeside Triangle and the Crowtree Leisure Centre, as well as retail units being created following the realignment of St. Mary's Way.

Figure 5: The City Centre Retail Core



59. On the northern bank of the river sits 'Stadium Village' comprising the Stadium Park and Sheepfolds development sites. A Development Framework has been prepared to guide development of the area. A masterplan is also being prepared to guide the development of the Bonnersfield area which takes in the area between the University's St. Peter's Campus and the Wearmouth Bridge. This area is suitable for a mixture of education uses along with new residential development giving cognisance to the setting of the candidate World Heritage Site.
60. Stadium Village and the city centre have been highlighted to be in need of much improved public realm, and as regeneration takes place in the city centre, development should support improvements to north-south and east-west connectivity. The council's City Centre Investment Corridors initiative will assist in focussing resources in key streets in the City Centre.
61. Public transport provision in Sunderland converges on the city centre. There are four Metro stations in the Central Area with the Public Transport Interchange at Park Lane providing modern facilities linking the Metro with local and long distance bus services. National and regional train services run from Sunderland Station (which also is a Metro station).
62. The city centre has a unique historic environment with over 150 Listed Buildings, 4 Conservation Areas and a registered historic park and garden (Mowbray Park). It also falls within the setting of the candidate World Heritage Site at St. Peters. These combine to give it an especially distinctive and high quality townscape character and sense of place. The Central Area Urban Design Strategy (July 2008) provides a detailed approach to ensuring architectural and design excellence in the city centre and adjoining areas on the northern bank of the river.

63. The area has a number of major green spaces and parks, such as Mowbray Park and Galleys Gill, which provide vital areas of recreation and form part of wider green infrastructure corridors. The opportunity to create new green spaces and public squares in the city centre as part of large redevelopment schemes, such as the Minster Quarter, will be pursued.

South Sunderland

64. Sunderland South sub-area covers an area of some 4,284 hectares and is the most populated sub-area of the city, with a population of some 116,000 (around 42% of the city population). It has the natural boundaries of the River Wear to the north and the coast and coastline to the east, and is bounded by the A19 to the west and south.

Key issues and constraints

- The northern parts of the sub-area such as Millfield, Ford and Pallion wards suffer from limited access to green space
- Green wedges between the urban area will help preserve the identity of communities
- Parts of the coast has Natura 2000 European wildlife protection

Opportunities and growth

- The Port is identified in the Economic Masterplan as having a major role
- Doxford International is a key employment area
- Major development sites at Groves, Chapelgarth, Cherry Knowle and South Ryhope will provide regeneration benefits arising from new housing development
- Gentoo has a significant regeneration programme in South Sunderland
- Public transport along radial routes provides an efficient and sustainable service
- The SSTC will provide access opportunities for sites along the river corridor

65. Primary Employment Areas are identified at Doxford International, the Port and Pallion Shipyard. Doxford is an established business park with high-density office accommodation for a range of local, national and international firms. Sites at the Port and Pallion Shipyard have potential to accommodate developments that will support emerging offshore markets. The area also has three long-established employment areas at Pennywell, Leechmere and Hendon.
66. The strategic location of the Port at the mouth of the river and in close proximity to the city centre provides significant accessibility advantages for shipping and accessible services for crews. The Port is experiencing a major upsurge in activity with 245 extra vessels being welcomed to the Port in 2011 – 2012 and an 84% increase in traffic into the Port's docks year on year. It now has the potential to be a major facility in supporting the emerging offshore wind industry. Though it has been unused for some years, the freight line to the Port from the Durham Coast rail line can provide heavy goods freight access and is an important asset to be retained. New vehicular access to the Port will be developed as part of the proposed Sunderland Strategic Transport Corridor.

67. South Sunderland is a popular residential area. The area contains the largest proportion of the city's housing stock and has the potential capacity to meet a significant proportion of the city's future housing requirement. Five Locations for Major Development (LMDs) have been identified for residential development in the area. Four of these - Chapelgarth, Cherry Knowle, South Ryhope and Burdon Lane - are in close proximity to each other and offer the potential to be developed comprehensively as the "South Sunderland Growth Area".
68. A fifth LMD has been identified at the former Groves Crane factory; a long established regeneration site. Previously, allocated for a residential led redevelopment within UDP Alteration No. 2, a planning framework has been prepared to guide development.
69. A new Metro station is proposed as part of the redevelopment of the former Groves Cranes site, and consideration may also need to be given to a further new station at Millfield to support the development sites in the locality (Lisburn Terrace, Deptford Terrace). The radial roads stretching through the area afford good connections with the City Centre.
70. Despite being the most densely developed sub-area, the area contains a range of built and natural features which add to its character. The area has a distinct urban history and rich architectural heritage. This is reflected in the number and varying character of conservation areas in the sub-area.
71. Green space is at a premium within the more densely built-up parts of the Sub-Area. Residential communities on the southern periphery are separated by open breaks and wedges.

North Sunderland

72. The Sunderland North sub-area is highly urbanised with just over 55,100 residents, representing 20% of the city's population. It is bounded by the coast to the east, the Green Belt to the north, the A19 to the west and River Wear to the south.

Key issues and constraints

- The area is highly urbanised and limited in land for new housing and future employment allocations
- There is limited access to quality greenspace in some parts
- The coast has Natura 2000 European wildlife protection

Opportunities and growth

- The Sea Front Strategy and Marine Walk Masterplan will assist in revitalising the seafront
- Gento regeneration programme will provide more homes and increase housing choice in the area

73. The council's 2012 Employment Land Update identifies the employment areas at Hylton Riverside and Sunrise Business Park as Primary Employment Areas. These are thriving modern estates with a wide range of businesses. The area has a major role to play in the city's tourism industry. In this respect, the City Council and its partners are aiming to regenerate the Roker and Seaburn seafront to create an attractive environment, building on the area's heritage and natural environment. A planning and regeneration framework – the Seafront Regeneration Strategy - is already in place to steer the development of the area.

74. North Sunderland has two distinctive housing market areas: the Northern Suburbs to the west of the area and the Northern Coastal areas to the east. The eastern part of the area, Seaburn/Roker, is popular for higher value housing due to its coastal location. Housing renewal is planned for several communities in the western part of North Sunderland.
75. As a highly urbanised area, North Sunderland does experience some problems of limited access to greenspace, whilst its more peripheral parts have access to some of the largest areas of green space which exist beyond the built up areas, such as woodlands and the seafront. As with parts of the coastline in South Sunderland, parts of the seafront are also protected by European law for their nature conservation value.

Washington

76. Washington is a stand alone settlement built in the 1960s as part of the New Towns Programme and has the second largest population of all of the sub-areas, with approximately 55,200 residents (some 20% of the total population). Developed as a series of villages, it is interspersed with modern employment areas. It has proved attractive to businesses and residents alike.

Key issues and constraints

- There is limited potential for new housing and employment allocations within the built-up area
- The viability and vitality of the Town Centre needs to be maintained
- The characteristics of the New Town and its villages, such as the separation of conflicting land uses and substantial landscaping and open space, should be protected
- No passenger rail or Metro services in the area
- There is a Mineral Safeguarding Area at Springwell

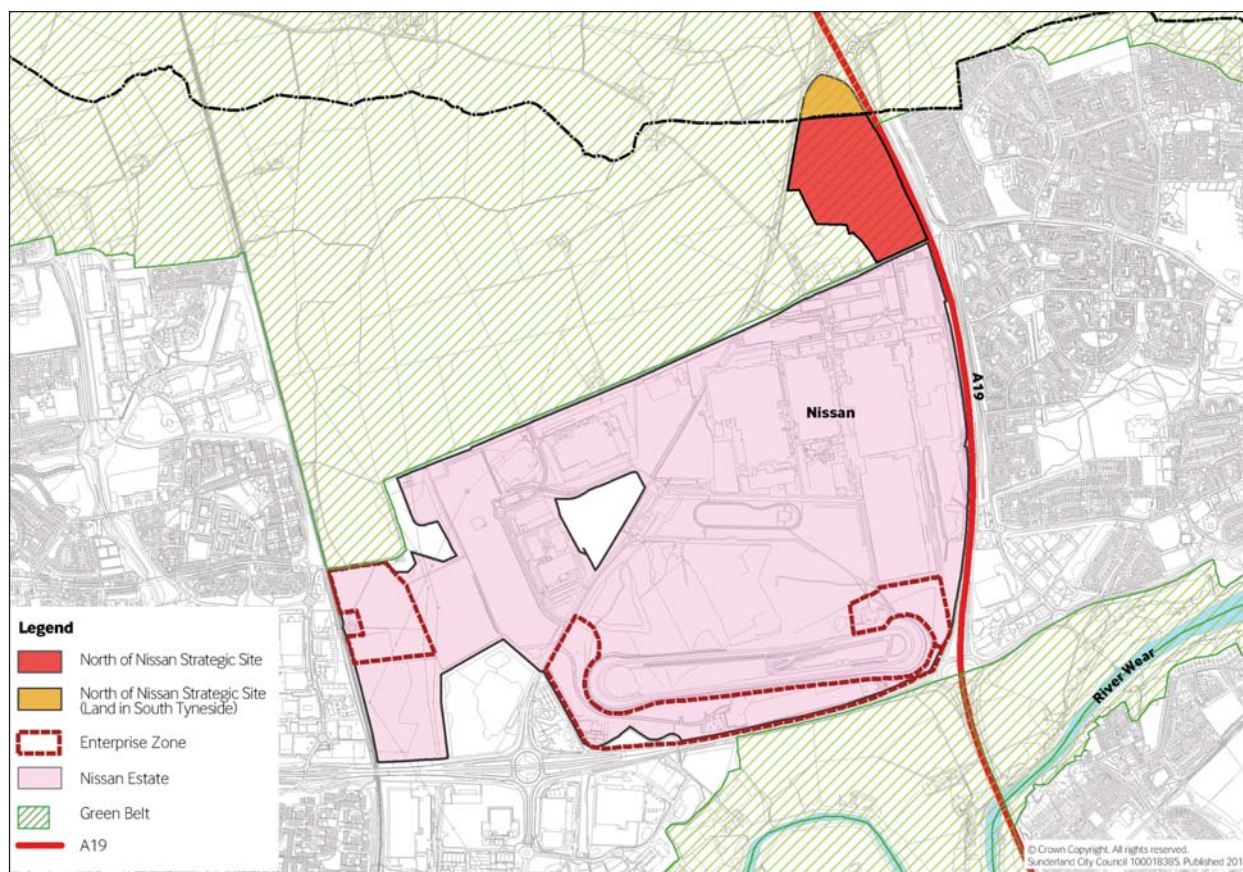
Opportunities and growth

- Washington's location on the strategic road network makes it highly marketable for industry and business
- Sunderland's designation as a Low Carbon Economic Area places the city, and particularly Nissan, at its geographical centre
- The North of Nissan site will add significantly to the portfolio of sites capable of attracting inward investment
- Development in the Ultra Low Carbon Enterprise Zone will intensify land uses for employment.

77. With the success of the Nissan Plant, Washington has and continues to play a major role in the local and regional economy due to the availability of modern, high quality, business accommodation and access to major road networks. In addition to Nissan, areas such as Turbine Park (part of the Ultra Low Carbon Enterprise Zone) and some of the Washington Estates are key to the local economy as major locations for new and emerging low carbon businesses, and as such are recognised as Primary Employment Areas.

78. Employment Land Reviews (2009 and 2012) highlighted the need to seek a release of land to accommodate potential demand in the Washington area in the future. Due to the constrained nature of the area, this requirement was considered to be best met in the form of a large site to the north of the existing Nissan car plant.
79. The nature of the built-up area means that Washington is limited in its future new housing land allocation due to the village layouts, open space and employment allocations and surrounding Green Belt. The area may, however, have potential as a location for executive housing.
80. The New Town was designed with road vehicles, particularly the car, as the primary form of transport within the town. Therefore buses comprise the main form of public transport available. The City Council, with partners, will support initiatives that encourage better services and connections between Washington and Sunderland.
81. The main issue concerning connectivity stems from the development of the proposed Strategic Site to the north of Nissan as this will generate significant levels of traffic. The council is liaising with the Highways Agency and other transport partners to ensure that the site can be operated effectively within the highway network. In the longer-term there may be a need to carry out major improvements to the network.
82. The town is flanked by Green Belt. To the north it separates Washington from Tyneside (and includes the Minerals Safeguarded Area at Springwell), whilst to the south it runs along the river valley to prevent encroachment into the Wear Valley. The Strategic Site to the north of Nissan will involve development of land within the Green Belt. An amendment to the Green Belt boundary will be investigated as part of the Green Belt Review being undertaken by the Council.

Figure 6: Nissan and the Enterprise Zone



Coalfield

83. The Coalfield is the largest of the sub -areas in the city, covering over 5,500 hectares, approximately 42% of the city. It is made up of a number of former mining towns and villages that include Houghton-le-Spring and Hetton-le-Hole. It is the least densely populated of the sub-areas with some 46,000 residents (17% of the city's population).

Key issues and constraints

- Poor access to employment areas within and around the Coalfield
- Poor housing choice and environment contributing to out migration
- Houghton town centre is in need of regeneration and has a relatively poor retail offer leading to residents shopping elsewhere in the city and neighbouring authorities
- The Coalfield sub-area has more flood risk areas than elsewhere in the city
- No passenger rail or Metro services in the area
- There are 4 Minerals Safeguarding Areas in the area.

Opportunities and growth

- Release of unviable employment land provides regeneration opportunities
- The Gentoo renewal programme will provide more homes and increase housing choice in the area
- The re-opening of the Leamside Line would improve accessibility for the area
- The completion of the Central Route would improve access to the area
- The area has significant tourism potential due to historic industrial heritage and transformed natural environment.

84. For some time the Coalfield has been the focus for housing development that has helped to absorb demand for housing in Washington; some 26% of new housing developed in the city since 2005 has been located in the area.
85. Compared to the other sub-areas, the Coalfield has few modern employment areas. With the exception of Rainton Bridge (the only Primary Employment Area in the Coalfield), the local employment areas comprise older estates with limited accessibility to main transport routes. Some employment land has been released and redeveloped for new housing, but the pressure for release continues as the popularity of the area as a location for new house building has grown. There is a need to balance out demands for these two land uses to ensure that the Coalfield can thrive.
86. New housing development in the Coalfield should seek to rebalance the local housing stock, including the creation of executive homes and affordable dwellings. Widening the range of housing types in the Coalfield is necessary to meet local need and to stem the out-migration of the city's residents to neighbouring areas such as County Durham. The focus for new development in the Coalfield will be on brownfield land, in sustainable locations. However, it is recognised that to meet the allocated housing numbers some greenfield sites may have to be developed.

87. The council's 2009 Retail Needs Assessment highlights that there is a need to enhance the retail role and function of Houghton town centre. In this respect a scheme for the redevelopment of the former Houghton Colliery site on the edge of the town centre to provide a new supermarket is being progressed.
88. The Coalfield is home to a large community of travelling show people, with two sites; one at Grasswell Terrace and one at Pearsons Industrial Estate. The council will ensure the housing needs of this community are met when considering housing sites in the Allocations DPD.
89. There is a particular reliance on public transport in the Coalfield and the linear form of the conurbation results in movement through the area being difficult.
90. The development of the Central Route will remain an ambition to connect Shiney Row with Rainton Bridge and will support area regeneration. In the longer term the development of the Coalfield Regeneration Route (incorporating the Central Route and continuation of the road to the East Durham Link Road at Hawthorn) will continue to be pursued with Durham County Council.
91. The underlying geology of the area gives rise to particular planning issues:-
 - The Magnesium Limestone Escarpment is the city's most significant geodiversity and biodiversity asset and therefore should be protected from development that may result in its unnecessary erosion or harm.
 - The area also contains significant minerals reserves. Both of the city's operational quarries, Hetton Moor House Farm and Eppleton Quarry, are located in the Coalfield. Four Mineral Safeguarding Areas have been identified in the Coalfield. Extraction at Warden Law, Great Eppleton and Pittington Hill could have consequences for the city's Green Belt and open countryside.

Spatial Vision and Objectives for the City

92. The spatial vision for Sunderland is a product of the Sunderland Strategy, the EMP and takes into account the issues identified for the city.

"An internationally recognised city which offers a great quality of life with an enhanced, entrepreneurial and progressive low carbon economy.

Sustainable development and growth will see a distribution of land uses creating a city where residents have access to first class services, facilities and opportunities.

In the long term the aim is to develop a city where all residents have a realistic opportunity to access the main centres for employment, shopping and leisure without needing to use a car."

What Sunderland will look like by 2032?

The population of Sunderland is growing. There is an increase in the birth rate and in-migration, attracted by the improved mix of high quality housing to suit different needs at affordable prices, with more younger, economically active age groups are living and studying in the city.

Communities are playing an active role in shaping and managing their neighbourhoods and contributing to the city's economy. As a result of housing renewal and investment, the city's housing stock has considerably improved. Several major housing estates such as Pennywell, Mill Hill and Racecourse are now attracting a wide range of new residents. Investment in new and existing housing has led to district and local centres being at the heart of communities, playing a vital role in reducing carbon emissions and improving walking, cycling and the health of residents.

Job opportunities are diverse and plentiful in an economy concentrating on low carbon technologies and knowledge based industries underpinned by a major university. The city is a draw for major investment in high-tech industries, attracted to the city by local entrepreneurial activity as well as a high number of graduates and the quality of its infrastructure.

The University of Sunderland and Sunderland College have and continue to play vital roles in developing the city's economy, ensuring it is a dynamic enterprise-driven urban culture, attracting the best minds and investment.

A network of green infrastructure has been established across the city, linking in with housing and employment. This has helped to increase biodiversity and wildlife whilst also improving provision of green, open space for all residents and visitors. The green network includes enhanced environments of the Coast and the River Wear that link the city with its neighbouring authorities. The city's natural habitats and species have been protected and are in admirable condition.

The city's built heritage has been protected and plays a vital cultural role, ensuring the city's past, with its early Christian, medieval and industrial heritage, is not forgotten. Conservation areas and listed buildings have been revitalised with sensitive and appropriate development and help to ensure that the city's townscape sustains a distinctive sense of place.

Improved public transport, including a rejuvenated Metro system, has played a key role in providing a more sustainable city, with improved links between areas and enhanced connectivity between Sunderland, the city-region and the rest of the country. There is less need for residents to use their cars for work and shopping trips.

The city centre has been revitalised and has become the destination of choice for the whole city to live, work and play in. The development of the Vaux and Farringdon Row sites have introduced a new and attractive place to work and live. New retail development in the City Centre Retail Core has consolidated the sub-regional role of the centre. Together these sites have created a vital and viable centre which continues to attract higher order retail operators. Environmental enhancements have increased the attractiveness of the City Centre, with new and refreshed public space, shops and entertainment linked by improved pedestrian access.

Key sites along the river corridor have also been developed, removing former dereliction and vastly improving the city's environment, enhancing the perception of Sunderland as an attractive place to live, work and study. They are linked by the Sunderland Strategic Transport Corridor that provides enhanced access from the Port to the A19 via a landmark bridge crossing the River Wear. Its development has brought about an environmental upgrading of this key gateway into the City Centre.

Employment on both the Ultra Low Carbon Enterprise Zone and new strategic employment site at Washington has led to the city becoming an international focus for low carbon technology, research and development, focussed around the Nissan car plant and ultra low carbon vehicles. Washington's location and accessibility to the strategic road network, large amounts of land for economic development, has led to increased job creation benefits for the city and sub-region.

South Sunderland has been a focus for new house building introducing a much needed mix of housing and providing the city with a supply of higher value executive homes. This has been a major contributor in diversifying the city's housing stock further.

Doxford International is still a thriving business park and is home to a wide range of multinational companies drawn towards its prestigious high specification offices and availability of leading-edge telecommunications.

The Coalfield has seen sustainable growth. The development of the Central Route has improved accessibility to the area. Rainton Bridge is now fully occupied and is a major source of employment in the area. New housing has led to an increased population whilst Houghton town centre now provides an enhanced retail offer.

The Seaburn and Roker seafront plays a major role in attracting tourists into the city, along with the development of Stadium Village for leisure related uses, and the World Heritage Site at St Peter's

Spatial Objectives

93. The spatial objectives aim to help achieve the spatial vision outlines above. A range of planning actions that could bring about the achievement of each objective has also been suggested. The table below shows which policies in the Core Strategy (both City-wide and Development Management) will assist in delivering the spatial objectives.

Spatial Objectives	Primary Policies
<p>1. Spatial Development and Growth</p> <p>Ensure an appropriate distribution and balance of employment, housing growth and other competing land uses. Where possible, maximise the reuse of previously developed land so as to minimise the urbanisation of greenfield land, whilst planning for sustainable growth of the city's population, including the retention of young economically active age groups.</p>	CS1 DM1
<p>2. Climate Change</p> <p>Adapt to and minimise the impact of climate change by reducing carbon emissions and seeking to reduce the risk and impact of flooding.</p>	CS7 DM1 DM6 DM7 DM8
<p>3. Economic Development</p> <p>Facilitate economic growth by providing a wide portfolio of high quality employment sites, whilst supporting the development of new key employment sectors, including the low carbon economy, and strengthening existing industry.</p>	CS1 CS2 CS3 DM1 DM2 DM3
<p>4. Housing</p> <p>Provide enough land to meet the city's housing requirement and ensure a range and choice of housing types and tenures including increased provision of affordable and executive homes.</p>	CS1 CS2 CS4 DM1 DM2 DM4
<p>5. Accessibility</p> <p>Implement sustainable transport solutions that enhance the city's profile, its economic competitiveness and achieve low-carbon outcomes whilst enhancing accessibility for all to a full range of facilities and jobs and reducing dependency on the car. To implement traffic management measures to manage congestion and associated environmental and health impacts of traffic.</p>	CS6 DM1 DM6

Spatial Objectives – continued	Primary Policies
<p>6. Green Infrastructure</p> <p>Protect the city’s biodiversity, geological resource, countryside and landscapes, including the River Wear, the coast and the Magnesian Limestone Escarpment and seek opportunities to enhance that resource where possible, whilst ensuring that all homes have good access to a range of interlinked green infrastructure.</p>	<p>CS7 DM1 DM7</p>
<p>7. Neighbourhoods and Communities</p> <p>Develop cohesive, inclusive and attractive sustainable communities and neighbourhoods that are well integrated with schools, shops, services, facilities and open space whilst ensuring that the diverse needs of the city’s different communities are met.</p>	<p>CS4 DM1 DM4</p>
<p>8. Well-being</p> <p>Improve and protect citizens’ health, promote healthy lifestyles and ensure the development of facilities to enable lifelong learning to reduce inequality and ensure a high quality of life.</p>	<p>CS4 CS7 DM1 DM3 DM4 DM7</p>
<p>9. Waste and recycling</p> <p>To increase the reuse and recycling of ‘waste’ in line with sub-regional responsibilities and plan for the most sustainable way of disposing of the remainder.</p>	<p>CS9 DM1 DM9</p>
<p>10. The City Centre and other main centres</p> <p>To expand and develop the City Centre and its fringe into a vibrant and economically buoyant entity connected to its River and Coast, by improving and expanding the office and retail offer, whilst securing the viability and attractiveness of district and local centres.</p>	<p>CS1 CS2 CS3 CS4 DM1 DM2 DM3 DM7</p>
<p>11. Design and heritage</p> <p>To increase the contribution that urban design and valued cultural and heritage assets can make to the image of the city and the quality of life of its residents.</p>	<p>CS7 DM4 DM7</p>
<p>12. Minerals</p> <p>To manage the city’s mineral resources ensuring the maintenance of appropriate reserves to meet the future needs of the community whilst making sure that environmental impacts are properly considered.</p>	<p>CS10 DM1 DM10</p>

Chapter 1:

Spatial Development, Growth and Regeneration in Sunderland

Introduction

- 1.1 The NPPF outlines a set of core land-use planning principles that should underpin plan-making. Plans should, amongst other things:-
- actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable;
 - set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities;
 - take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belt around them,
- 1.2 These key principles have been embraced in Policy CS1.1.

Background to Spatial Development and Growth policy

What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to the policies for the spatial approach to development and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

- Of the 4 approaches tested in 2009, Approach D was the preferred option, which is reflected in Policy CS1.1
- Approach 'C' risked a heavy reliance on brownfield land which is not truly deliverable
- There was concern over limiting development in the Coalfield, and many respondents wanted to see some growth

Background to Spatial Development and Growth policy - continued

Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2013) highlighted:-

- The policy aligns with the identified housing and regeneration needs in the city. In addition it sets out spatial priorities which seek to locate employment development in the most attractive locations where private sectors are most inclined to invest. This is a positive and pro-active approach.
- The Policy sets out a strategic spatial framework which in broad terms, responds appropriately to the evidence base.

No mitigation/enhancement proposals are considered necessary.

Spatial Strategy

- 1.3 The Spatial Strategy set out in Core Strategy policy CS1 emphasises the role that each sub-area will play in accommodating the development needs of the city. It also sets out where development will be located over the plan period.
- 1.4 The spatial objectives aim to help achieve the spatial vision. A range of planning actions that could bring about the achievement of each objective has also been suggested.

Delivery of Spatial Objectives:

1. **Spatial Development and Growth** - Ensure an appropriate distribution and balance of employment, housing growth and other competing land uses in the context of maximising the reuse of previously developed land so as to minimise the urbanisation of greenfield land, whilst planning for sustainable growth of the city's population, including the retention of young economically active age groups.
3. **Economic Development** - Facilitate economic growth by providing a wide portfolio of high quality employment sites, whilst supporting the development of new key employment sectors, including the low carbon economy, and strengthen existing industry.
4. **Housing** - Provide enough land to meet the city's housing requirement and ensure a range and choice of housing types and tenures including increased provision of affordable and executive homes.
10. **The City Centre and other main centres** - To expand and develop the City Centre and its fringe into a vibrant and economically buoyant entity connected to its River and Coast, by improving and expanding the office and retail offer, whilst securing the viability and attractiveness of district and local centres.

Spatial Patterns of Development

Policy CS1.1 - To ensure a sustainable pattern of development in the city, the priority for new development will reflect the following spatial principles:-

1. The Central Area, including the City Centre, will be the principal location for offices, retail and main town centre uses
2. The majority of new housing in the city will be located within South Sunderland
3. Washington will be a key provider of land for economic development; only a minor amount of new housing is proposed
4. Regeneration in the Coalfield will focus on its potential as an area for new housebuilding
5. In North Sunderland the emphasis will be on the regeneration of the Seafront; new housing will be developed when opportunities arise

Quantity of New Development 2012-2032

Policy CS1.2 - In order to meet the needs and aspirations of present and future residents of the city and to deliver a thriving economy, the following levels of development are proposed up to 2032:-

- a) Business: maintaining a supply of 1137ha of land to support existing economic activity (B1, B2 and B8 uses); identifying 81ha of land to support new economic activity. New employment development will be distributed across the city as follows:-

Employment (ha)	2012/13- 2016/17	2017/18- 2021/22	2022/23- 2026/27	2027/28- 2031/32	Total
Central Area		1.9 ¹	1.2 ¹	1.1 ¹	4.2 ¹
		5	10	5	20

¹Vaux site ²North of Nissan site

- b) Housing: managing the phased release of land to meet or exceed a housing target of 15,027 net additional new homes across the city. New housing development will be distributed across the city as follows:-

Housing (units)	2012/13- 2016/17	2017/18- 2021/22	2022/23- 2026/27	2027/28- 2031/32	Total
Central Area	480	548	604	623	2,254
South Sunderland	1,632	1,861	2,053	2,117	7,663
North Sunderland	256	292	322	332	1,202
Washington	192	219	242	249	902
Coalfield	640	730	805	830	3,005
	3,200	3,650	4,026	4,151	15,027

- c) Retailing: an overall requirement for up to 78,900 sq.m (gross) of comparison goods floorspace and 7,500 sq.m (gross) of convenience goods floorspace. New retail development will be distributed across the city as follows:-

Retail (m ²)	2012/13- 2016/17	2017/18- 2021/22	2022/23- 2026/27	2027/28- 2031/32	Total
Central Area	3,500 ¹	14,000			17,500
Coalfield		6,700 ²			6,700

¹Crowtree Leisure Centre/High Street West(comparison) ²Houghton Colliery site (convenience)

The Sequential Approach to Development

Policy CS1.3 - To ensure a sustainable pattern of development in the city, the release of land will reflect the following Sequential Approach

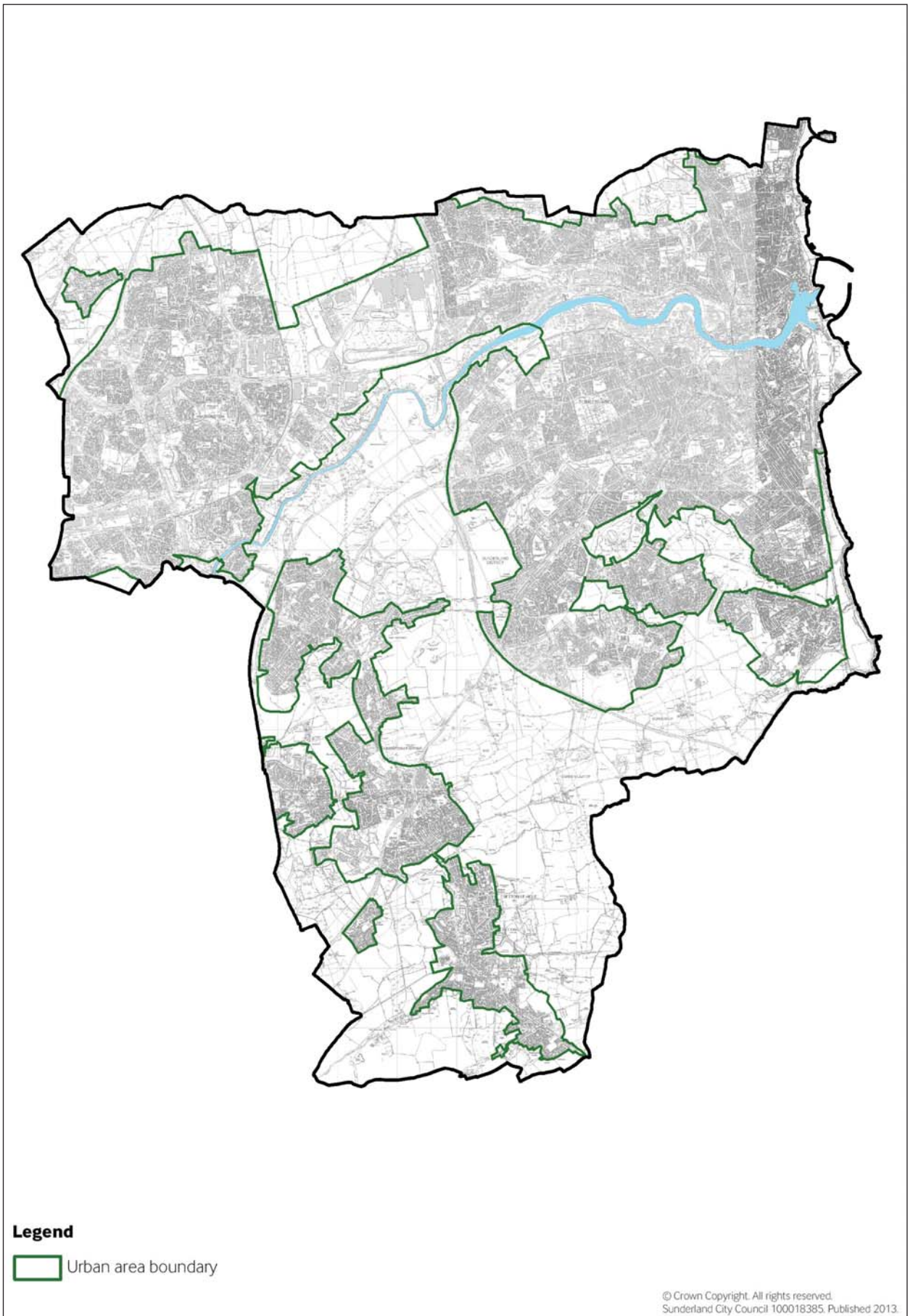
- i. Suitable, viable and deliverable previously-developed sites and buildings within urban areas, particularly around public transport nodes;
- ii. Other suitable, viable and deliverable locations within urban areas not identified as land to be protected for nature or heritage conservation or recreational purposes;
- iii. Suitable, viable and deliverable sites in locations adjoining urban areas, particularly those that involve the use of previously-developed land and buildings; and
- iv. Suitable, viable and deliverable sites in settlements outside urban areas, particularly those that involve the use of previously-developed land and buildings.

- 1.5 The Core Strategy is based on a series of technical documents which provide robust evidence on development requirements in the City over the plan period. With regard to Policy CS1, these principally comprise:-
- Strategic Housing Land Availability Assessment (2012)
 - Strategic Housing Market Assessment (2012)
 - Employment Land Update (2012)
 - Retail Needs Update (2012)
 - Future Housing Numbers Paper
- 1.6 The quantitative requirements for development in the City established through these documents have been reflected in Policy CS1.2.
- 1.7 With the revocation of the RSS Local Planning Authorities are now responsible for establishing the right level of local housing provision for their area and identifying a long term supply of housing land. Having reviewed up-to-date information on population projections, household projections, housing need and the council's economic aspirations, it is considered that a housing target of 15,000 dwellings between 2012-32 is deliverable; this would equate to approximately 750 dwellings per annum(on average). The target (which is not a ceiling) is deemed to be both realistic/achievable whilst still being aspirational and will assist in delivering the visions and objectives of the Sunderland Strategy and Economic Masterplan. The target figure will continue to be monitored and could be subject to future review in the light of new evidence. Any revision will be incorporated in the next version of the Core Strategy.

- 1.8 Similarly, the council has had to consider the long-term requirement for land for economic development and retailing in the city. Again there is a need for this to be based on local circumstances. Key studies have been prepared, and recently updated, which examine the quantitative and qualitative need for land in these important sectors. Retail need is based on the anticipated growth in spending along with population change in the city, taking into account recent developments; the overriding requirement is for new comparison floorspace in the city. The employment land update considers how the growth of those new economic sectors promoted through the Economic Masterplan will complement existing employment sectors in influencing the overall demand for land in the city. Some 81ha of land will be required to support this growth; whilst some of this can be accommodated on existing estates, it is clear that there remains a need for new sites including the proposed 20ha strategic site to the North of Nissan.
- 1.9 The approach to the spatial development and the distribution of future housing and employment development of the city reflects the opportunities afforded by the unique nature and characteristics of the five sub-areas. It is also mindful of the planning and locational principles set out in national planning policy guidance. Each sub-area has its own issues, needs and opportunities which have been reflected in the spatial principles outlined above. Where viable, development has been focussed on brownfield sites, but in order for the city to thrive, consideration has had to be given to the release of some greenfield land in order to secure long-term regeneration and maintain a supply of land for development purposes.
- 1.10 The priority for development will be the Central Area. Focussed on the City Centre, this area represents a particular concentration of development activity and opportunities, including the strategic site at Vaux/Farringdon Row, major retail development sites in the City Centre Retail Core, the two University campuses and Stadium Village. It is also at the centre of the local public transport network so is a highly sustainable location, more so with the planned completion of the SSTC and new Wear crossing. The development of this area is seen as the main driver for the regeneration of the wider city. It is therefore vital that new business and retail opportunities are realised in this area, along with a new resident population.
- 1.11 South Sunderland will see major housing growth to accommodate the identified housing needs of the area, whilst absorbing some of the needs generated by the Washington and North Sunderland housing markets that cannot be accommodated in those areas. Some 7,600 new dwellings are proposed over the plan period which represents over half of the city's overall housing requirement. The southern periphery of this area has the potential to accommodate a significant amount of new housing across the entirety of the plan period. Sites at Chapelgarth, Cherry Knowle, Burdon Lane and South Ryhope are identified as separate Locations for Major Development, though these will be brought forward together in a coordinated and comprehensive manner as the South Sunderland Growth Area (Policy CS2.2).
- 1.12 Due to its strategic location on the trunk road network and its key role at the centre of the Low Carbon Economic Area, Washington's main role is as a centre for economic development. This will accord with the key aims of the Sunderland Economic Masterplan and reflect the opportunities afforded by the declaration of the Ultra Low Carbon Enterprise Zone adjacent to the A19 and the ongoing success of Nissan. The development of the 20ha strategic site on land to the north of Nissan (Policy CS3.2) will expand the land portfolio in this key location and generate exceptional economic benefits for the city.
- 1.13 By contrast, the built-up area of Washington has limited new housing opportunities due to the village layout of the new town and open space and employment allocations. The town is also highly constrained by the surrounding Green Belt which rules out an extension to the urban area.

- 1.14 New development in the Coalfield will primarily focus on the attractiveness of the area as a source of new housebuilding; some 3,000 new homes could be developed over the plan period, which represents some 20% of the city total. Conversely, with the exception of Rainton Bridge, the area's existing employment areas comprise older estates which struggle to meet modern market requirements and are subject to redevelopment pressures. The approach in the Core Strategy is to ensure that the area retains viable opportunities for local employment, whilst balancing these against the regeneration benefits enabled through new housing development (including the provision of affordable housing). The City Council will continue to monitor and manage the release of employment land in the area to ensure that opportunities to access local employment are maintained. Houghton town centre is identified as a Regeneration Area where new retail development will be sought (CS5.2).
- 1.15 As a result of the built-up nature of the North Sunderland area, there is a lack of land available for new development, and as such, there are few identified opportunities for growth. Nevertheless, some 1,200 new dwellings could be built in the area. The regeneration focus will be on the seafront at Roker and Seaburn as detailed in the Seafront Regeneration Strategy (CS5.2). The modern business parks along the riverside will provide important employment opportunities for the area. Where new sites come forward for development in this area, proposals will be assessed against the policies in the Core Strategy.
- 1.16 The policy advocates a sequential approach to the identification of sites for development, recognising the need to make the best use of land and optimise the development of previously developed land (PDL). Development of sustainable sites within the Urban Area should take priority over development beyond the urban limits.
- 1.17 Over the last 10 years the city has delivered much of its new housing on sustainable brownfield sites and this remains both a national and local priority. However, there is not an inexhaustible supply in the long term. Whilst there remains a number of major brownfield sites across the city, development viability is a major planning issue and a number of these sites are not available in years 1-5 as a result of various physical constraints and the costs of bringing them back into use.
- 1.18 The council recognise that to achieve the growth aspirations of the city there will be a need to use suitable and sustainably located greenfield sites in both the short and long term. Notwithstanding this, the development of sustainably located PDL and buildings should continue to take priority over greenfield land.

Figure 7: The Urban Area





Chapter 2:

Key Regeneration Sites

Introduction

- 2.1 The NPPF highlights that two of the Government's main priorities are:
- the need for economic growth: - the need to significantly boost the delivery of new housing. The NPPF states that local planning authorities should plan proactively to meet development needs and support an economy fit for the 21st century. Similarly, authorities must ensure a wide choice of high quality homes, sometimes through planning for larger scale development.
- 2.2 These principles have been embraced in the policies of the Core Strategy and in particular through the identification of sites for large-scale economic development and housing developments. These take the form of Strategic Sites or Locations for Major Development (LMD).

Background to Strategic Sites/LMD policy

What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to the policies for these major development sites and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

Strategic Sites

- There is support for the regeneration of Vaux with priority for employment and housing uses
- There is support for a strategic site to the North of Nissan. It should be a business park for a range of employment uses. Development would have good access to the national road network but there would need to be improved public transport access to the area

Locations for Major Development

- Support Stadium Village site but will need very careful planning with regard to type of "large scale leisure uses" particularly when mixed with housing
- Groves site is supported - it is important to the local area
- Housing incursion into Sheepfolds and Pallion yards would be good idea
- Pallion Yard should be protected for ship building/repair
- There is too much emphasis on overly large sites – we need smaller strategic sites to push forward such as Bonnersfield and St. Peters Wharf

- The Port should be protected for employment uses, though mixed use could be appropriate, but a lot of investment needed
- Employment site at South Ryhope would be more appropriate for a high quality mixed use scheme (housing and employment), which would complement the predominant residential character of the area
- Cherry Knowle is a good site for housing, but needs road improvements

Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2013) highlights that the development of the proposed LMDs would give rise to a range of impacts, the majority of which would be positive. However, a number of sites would have a likely negative impact and in these instances the SA suggests possible mitigation measures. These sites are:-

The Port

- The site's location on the River Wear, in close proximity to the city's Natura 2000 sites and the Heritage Coast could mean that development could have an adverse impact on biodiversity and the city's green infrastructure
- The SA considers that the application of other policies in the plan which relate to green infrastructure and sustainable drainage systems will help to mitigate against impacts on the Coast as a key green corridor and ensure that development does not have an adverse effect on water quality in the River Wear surface water flooding

Chapelgarth/Burdon Lane

- Development of these two greenfield sites would potentially adversely impact on the city's green infrastructure and biodiversity resulting in inappropriate development
- Development would need to mitigate against the potential adverse impacts on biodiversity. This could take the form of provision of green space or potentially a small informal nature reserve
- Development should ensure that the sites are served by good public transport (primarily a bus route but also by cycle routes). This would help to reduce reliance on the car, minimising carbon emissions
- Other mitigation measures could include providing key community facilities on site to make it more sustainable, including open space for physical activity

Spatial Strategy

- 2.3 The spatial strategy set out in Core Strategy policy CS1 emphasises the role that the sub-areas will play. These major sites are key components in delivering the spatial strategy. Furthermore, by virtue of their size, location and proposed land use they will contribute significantly to the regeneration of the city. In particular, the two Strategic Sites are considered to be critical to the economic regeneration of the city. More details of these sites can be found in Policy CS3.2.
- 2.4 The spatial objectives aim to help achieve the spatial vision. A range of planning actions that could bring about the achievement of each objective has also been suggested.

Delivery of Spatial Objectives

3. **Economic Development** - Facilitate economic growth by providing a wide portfolio of high quality employment sites, whilst supporting the development of new key employment sectors, including the low carbon economy, and strengthen existing industry.
4. **Housing** - Provide enough land to meet the city's housing requirement and ensure a range and choice of housing types and tenures including increased provision of affordable and executive homes.
10. **The City Centre and other main centres** - Expand and develop the City Centre and its fringe into a vibrant and economically buoyant entity connected to its River and Coast, by improving and expanding the office and retail offer, whilst securing the viability and attractiveness of district and local centres.

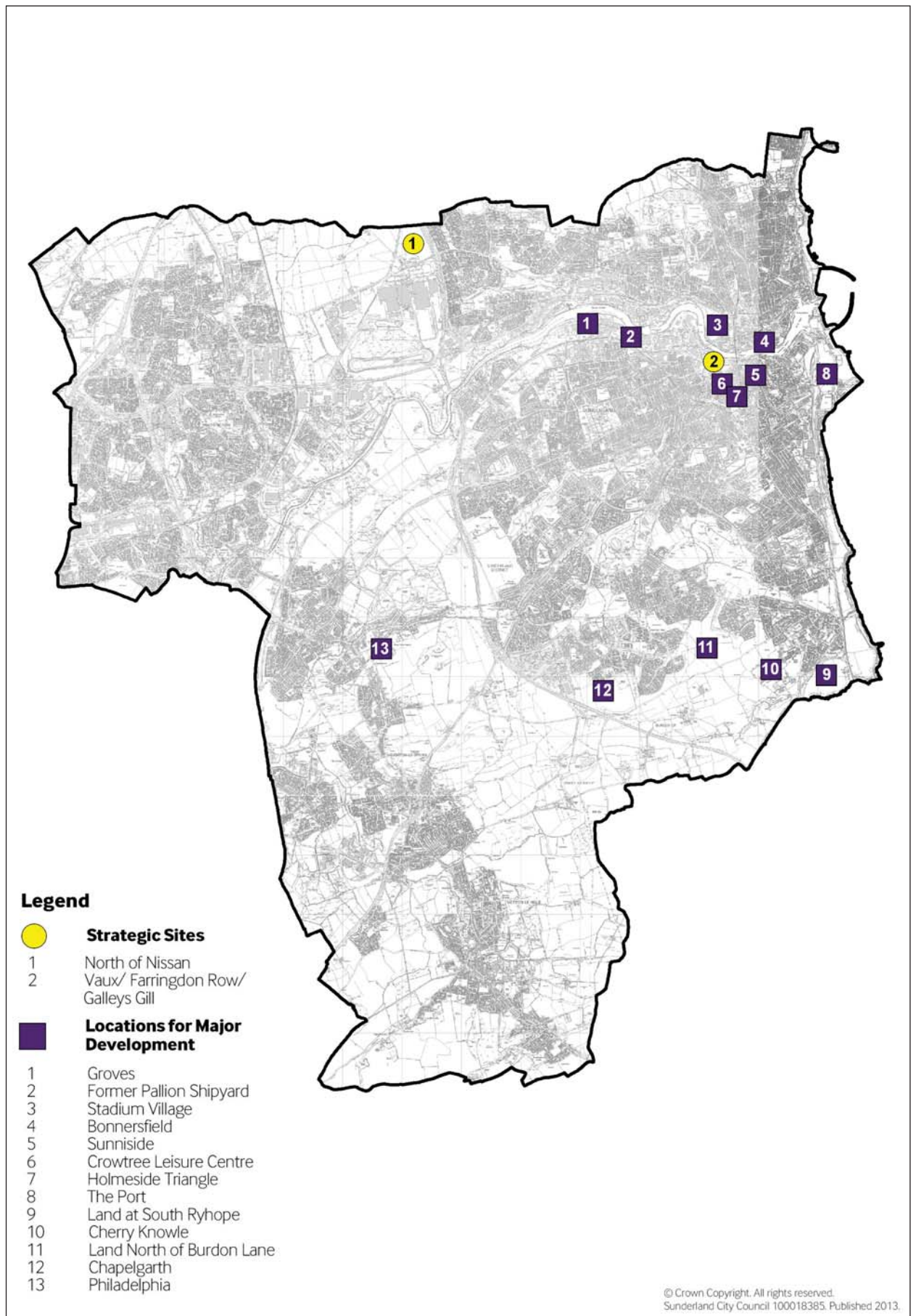
Key Regeneration sites

Policy CS2 - A number of locations are identified where major development or redevelopment will assist in the regeneration of the city. These comprise:-

- 1) Strategic Sites at:-
 - i. Former Vaux brewery/Farringdon Row (offices and housing)
 - ii. Land to the North of Nissan (employment)
- 2) Locations for Major Development (LMD) at:-
 - i. Holmeside Triangle (mixed use including retail)
 - ii. Crowtree Leisure Centre (retail)
 - iii. Sunnyside (housing, leisure, business)
 - iv. Stadium Village (leisure, housing and business)
 - v. Bonnersfield (housing and education)
 - vi. Former Pallion Shipyard (manufacturing/offshore engineering)
 - vii. The Port (port-related development/offshore engineering);
 - viii. Groves (housing and supporting infrastructure)
 - ix. Philadelphia (housing/mixed use and supporting infrastructure)
 - x. The South Sunderland Growth Area (The following sites will be brought forward in a co-ordinated manner, along with associated infrastructure)
 - a) Chapelgarth (housing and supporting infrastructure)
 - b) Cherry Knowle (housing and supporting infrastructure)
 - c) Land North of Burdon Lane(housing and supporting infrastructure) and
 - d) South Ryhope (housing and employment)

- 2.5 As outlined in Policy CS3.2, the development of the two Strategic Sites at Vaux/Farringdon Row and to the north of Nissan will each provide specific - and significant - regeneration benefits within different parts of the city and within different sectors of the economy. These sites represent opportunities to diversify the local economy over the long term, driving the demand for occupations in new skill areas.
- 2.6 Locations for Major Development (LMDs) are large sites where new business or residential development will be encouraged. The LMDs along the riverside and in the City Centre/Central Area take forward the land uses established in the UDP Alteration for Central Sunderland, where the primary emphasis was on redevelopment for manufacturing/business uses. The Allocations DPD will establish the boundaries and the quantum's/scale of development for each of the LMDs.

Figure 8: Major Development Sites



- 2.7 The South Sunderland Growth Area, takes forward long-standing housing sites (with the exception of the site at Burdon Lane), along the southern periphery of South Sunderland. The area has the capacity to accommodate approximately 2,800-3,300 dwellings; approximately 20% of the city's housing need and provide the much needed executive and larger family homes, with a high quality environment and setting. The four areas comprise:-
- **Chapelgarth** - was identified and allocated as a housing site in the UDP. The site is in council ownership.
 - **Cherry Knowle** - is HCA owned; the site will be predominately made up of residential development, however the site will also accommodate a replacement health facility and a hospice (which are currently under construction)
 - **Land at South Ryhope** - the site was allocated in the UDP for economic development. This allocation has been reviewed through the Employment Land Update and the Core Strategy now proposes the site be used primarily for housing along with some economic development uses.
 - **Land North of Burdon Lane** – This new site falls within a settlement break allocated in the UDP. However, the land has significant potential to bring forward a comprehensive development that offers regeneration opportunities for the city.
- 2.8 The scale of development will result in the creation of a new residential community. In this respect, there is a need to ensure provision of the supporting infrastructure essential to the creation of a sustainable community. This is likely to comprise a new primary school, a local centre, community/cultural facilities, open space, woodlands, cycleways and footpaths. The completion of the Doxford-Ryhope link road will be pursued (through developer contributions) to ensure the area is linked to the local road network. A detailed development framework will be prepared which will establish how the growth area will be brought forward.
- 2.9 As highlighted in the 2012 Sustainability Appraisal, the scale of some of these sites might result in some adverse local environmental impacts. Development Management policy DM2 establishes the need for these sites to be masterplanned to ensure that environmental and sustainability concerns are fully taken into account in the detailed implementation of subsequent schemes.

Chapter 3:

Developing the City's Economic Prosperity

Introduction

- 3.1 The NPPF highlights that the Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future.
- 3.2 Planning should operate to encourage sustainable growth. Therefore, significant weight should be placed on the need to support economic growth through the planning system. The NPPF states that in order to help achieve economic growth, local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century.
- 3.3 The need to ensure the sustainable regeneration of the city's economy has been a key priority of the City Council for some years. In this respect, the council's Economic Masterplan will be a key driver in providing a long-term strategy for Sunderland's future economic growth. The Aims of the Economic Masterplan are set out in Chapter 1.

Background to Economic Prosperity policies

What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to the economic development topic and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

General

- The Core Strategy needs to be aligned with the Economic Masterplan to make it specific to the needs of Sunderland
- New growth industries should be encouraged in existing employment areas
- Development should be focused on accessible and brownfield urban areas but greenfield land may be allocated where good public transport links exist or transport infrastructure improvements would be developed

City Centre

- Improvements to the city centre are vital to the economy of the city as a whole
- Consideration should be given to creating new food stores in Sunderland, Houghton-le-Spring and south east Washington

- Office development should be promoted in the city centre (but office building in outer areas should be resisted)
- Software City should be recognised as a key sector in the future development of the city

Existing employment sites

- The intensification and regeneration of existing employment land within the city is supported, particularly land close to existing public transport and sustainable transport options
- Small-scale employment sites should be retained in order to sustain new economic development opportunities

Strategic sites

- There is support for the regeneration of Vaux with priority for employment and housing uses
- There is support for a strategic site to the North of Nissan. It should be a business park for a range of employment uses. Development would have good access to the national road network but there would need to be improved public transport access to the area
- Any major incursion into the Green Belt requires detailed justification and should only be pursued if the council can demonstrate that there are no alternative means of satisfying need

Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2013) highlighted:-

- Policy CS3 sets out a positive economic strategy to focus on the development opportunities at the two strategic sites, in knowledge intensive industries and the low carbon economy e.g. electric vehicles, renewables
- The policy also recognises that maximising the potential of the University, Waterfront and the city centre are an appropriate focus for driving economic growth and prosperity
- Economic growth can lead to negative effects on the environment e.g. more production of carbon dioxide, but is likely to improve human health as a result of greater disposable income

Mitigating the effects of development on air quality should be achieved through the Core Strategy development management policies.

North of Nissan Strategic Site

- The site would be developed as a strategic employment site for the city, accommodating major employers. As emphasis would be given to new developments supporting low carbon technology, the city's economy would become increasingly diversified
- The site is currently located within the city's Green Belt*. Any development would lead to a reduction in the site's biodiversity potential

- Presently there is limited public transport infrastructure serving the site. Therefore its development could lead to an increase in greenhouse gas emissions as private and commercial vehicles access the area
- As a major site, a travel plan must also be developed. This would help reduce emissions, ensure that air quality does not deteriorate significantly, increase accessibility to the site and reduce congestion
- To mitigate the likely adverse impacts from energy use within new buildings, a higher level of building control, planning and sustainability standards could be applied

These measures are detailed considerations and are to some extent addressed by Policy DM6 Caring for the City's Environment, which for example, requires developers to provide Sustainability Statements.

*A strategic Green Belt Review is being prepared jointly with neighbouring South Tyneside Council which will identify the impacts of loss of Green Belt land in this location. At the date of this assessment this evidence was not available.

Vaux Strategic Site

- The development of high density office development would lead to an increase in its role and influence and strengthen the city's economic performance through the creation of more jobs. Office development would represent the diversification of the city's economy and the growth of new business sectors
- Development of the site could potentially have a detrimental impact on the water quality of the River Wear due to the proximity of the site to the river, a possible increase in surface water run off and more waste
- The development framework already ensures that development does not have an adverse effect on water quality in the River Wear and will help mitigate any impacts on the adjacent Local Wildlife Sites

Green infrastructure and sustainable drainage systems in the plan policies will help to mitigate against flooding. As a major development a travel plan will be required.

Spatial Strategy

- 3.4 The Spatial Strategy set out in Core Strategy policy CS1 takes forward the main thrust of the Economic Masterplan and emphasises the role that the Central Area and Washington will play in providing a location for new regeneration uses that will assist in developing and diversifying the local economy. These uses will complement and expand the existing industrial base of the City, where manufacturing plays an important - and successful - role.
- 3.5 The spatial objectives aim to help achieve the spatial vision. A range of planning actions that could bring about the achievement of each objective has also been suggested.

Delivery of Spatial Objectives

3. **Economic Development** - Facilitate economic growth by providing a wide portfolio of high quality employment sites, whilst supporting the development of new key employment sectors, including the low carbon economy, and strengthen existing industry.

Economic Prosperity

Policy CS3.1 - The City Council will facilitate sustainable economic growth within the city by:-

- a) Maintaining and improving established employment sectors and areas in the City;
- b) Encouraging the development of new employment sectors which will diversify the economy and support the city's long-term economic growth.

This will be achieved by:-

- a) Attracting low carbon businesses and technologies to key areas including the North East Ultra-Low Carbon Vehicle Enterprise Zone
- b) Prioritising the city centre for office development
- c) Supporting developments which assist in the creation of the "University City"; proposals for facilities which support high-tech and knowledge-based sectors will be encouraged in the city centre
- d) Exploiting the potential of the Port of Sunderland
- e) Promoting the development of the tourism, leisure, heritage and culture sectors (including the Evening Economy in the City Centre)
- f) Encouraging investment in education and training in order for people to develop the qualifications and skills that are attractive to business and vital to new enterprise

Policy CS3.2 - Strategic Sites, which are central to the regeneration of the city, will be delivered at the following locations:-

- i) Vaux, Farringdon Row/Galleys Gill (19ha)

As shown by Figure 5, the City Council will support an employment-led mixed-use development on the former Vaux/Galleys Gill/Farringdon Row site.

Development on the Vaux site will comprise a mixture of business (B1) and residential (C3) uses with emphasis on the development of high-density B1a office floorspace. Farringdon Row will be developed for B1a office floorspace and residential (C3) use.

Other main town centre uses of an ancillary nature and scale will be acceptable as part of the redevelopment of these sites.

Galleys Gill will be retained and enhanced as public open space

- ii) Land to the North of Nissan (20ha)

As shown by Figure 6, the City Council will support the development of land to the North of Nissan for strategic economic development use.

Development on the site will comprise land uses in use classes B1b (research and development), B1c (light industry), B2 (general industrial) and B8 (storage and distribution). Emphasis will be given to particular developments which support low carbon technologies. Offices (B1a) will only be acceptable when ancillary to the wider development and should not be of a scale where they impact upon the deliverability of office sites in the City Centre.

The site will be developed to accommodate major employers and should be in accordance with an agreed masterplan. Piecemeal development will not be acceptable. Due to its location, a high standard of design and landscaping will be sought to minimise its impact on the landscape.

Policy CS3.3 - Established employment areas in the city will be maintained through the improvement, development and intensification of land and premises for economic development (B1, B2 and B8) purposes. The City Council will seek to manage the development of these areas in accordance with the following approach:-

- a) The following areas are identified as Primary Employment Areas:-
- i. Doxford International (47.4ha)
 - ii. The Port (108ha)
 - iii. Pallion Shipyard (16.9ha)
 - iv. Hylton Riverside (36ha)
 - v. Sunrise Business Park (12.5ha)
 - vi. Rainton Bridge (North and South) (52.7ha)
 - vii. Glover (41.1ha)
 - viii. Pattinson North (71.4ha)
 - ix. Pattinson South (35.1ha)
 - x. Stephenson (30ha)
 - xi. Wear (45.9ha)
 - xii. Nissan (302.5ha)
 - xiii. Enterprise Zone (32.5ha)

Development within sites i) to xii) will be subject to Development Management policy DM3 in order to ensure the continued effective functioning of the area; development of sites within the Low Carbon Enterprise Zone (xiii) will be subject to approved Local Development Orders.

- b) The following areas are identified as Key Employment Areas:-
- i. Hendon (44.3ha)
 - ii. Leechmere (20ha)
 - iii. Pennywell (14.4ha)
 - iv. Pallion (25.7ha)
 - v. Deptford (33.7ha)
 - vi. Low Southwick (9.5ha)
 - vii. North Hylton Road (29.6ha)
 - viii. Armstrong (10ha)
 - ix. Crowther (33.5ha)
 - x. Hertburn (13ha)

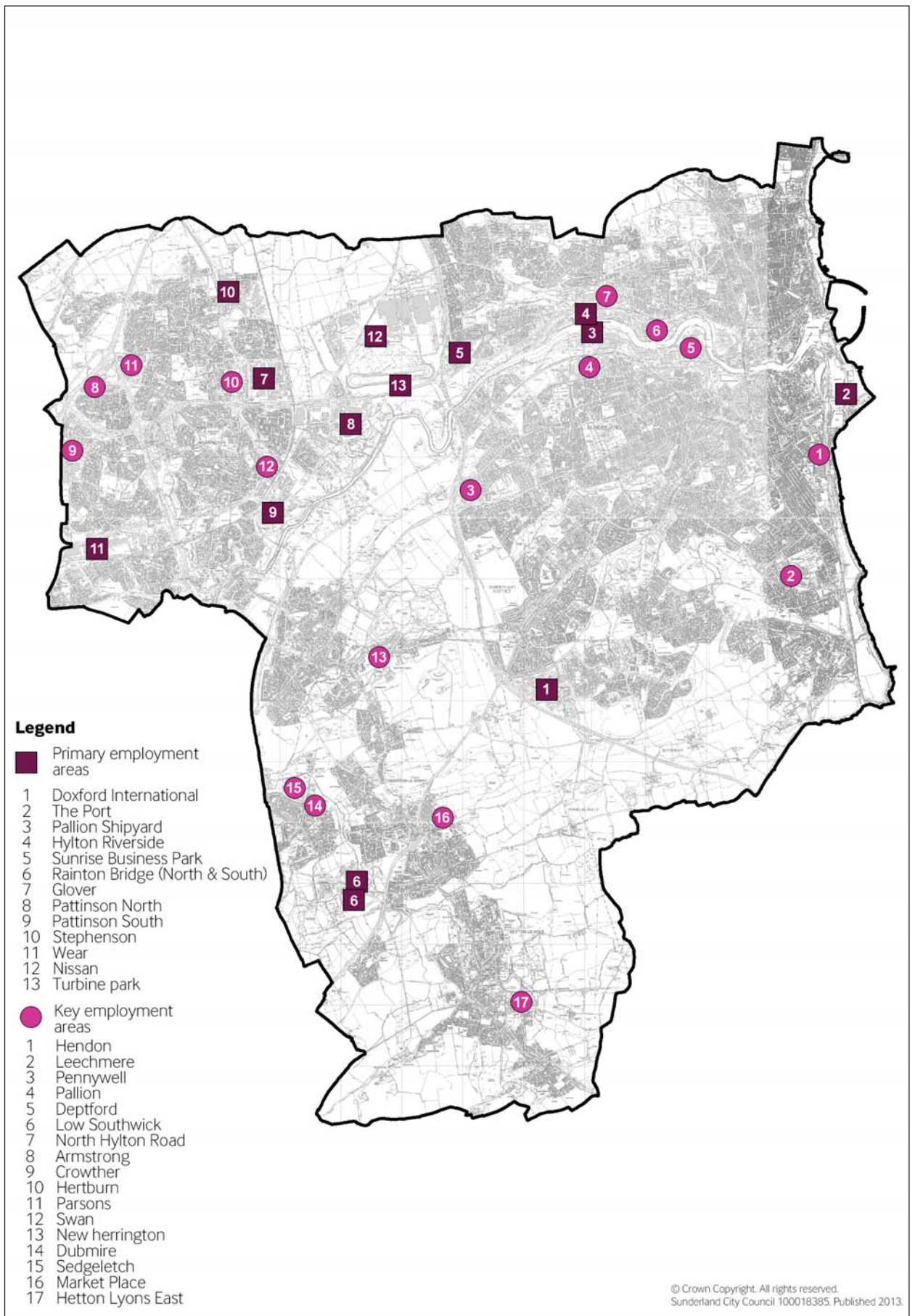
- xi. Parsons (13.5ha)
- xii. Swan (3.9ha)
- xiii. New Herrington (3.7ha)
- xiv. Dubmire (5.0ha)
- xv. Sedgelych (8.5ha)
- xvi. Houghton Market Place (3.3ha)
- xvii. Hetton Lyons East (15ha)

Development within these areas will be controlled through Development Management Policy DM3 to maintain appropriate economic development uses and to ensure the continued effective functioning of the area. Proposals for waste facilities on Key Employment Areas will be assessed against Development Management Policy DM8.1

Potential Additional Employment Land Requirements

Policy CS3.4 - Working with South Tyneside MBC, if evidence demonstrates there is further demand for employment land which cannot be met within the existing employment land areas, the two councils will seek to deliver this need through the production of an appropriate development plan document at the earliest opportunity.

Figure 9: Employment Areas



- 3.6 The council's 2009 Employment Land Review (ELR) has been updated to take full account of the Economic Masterplan and recent initiatives in the city, such as the designation of the Low Carbon Economic Area and, particularly, the Low Carbon Enterprise Zone located adjacent to the A19/Nissan plant. The Employment Land Update (2012) highlights the significant potential of low-carbon industries to support the long-term future growth of the city's economy. This Update has informed the direction of the Core Strategy. Additional work is currently being undertaken to extend the Update so that it covers the full 20 year period of the plan.
- 3.7 The 2012 Employment Land Update considers four scenarios for the development of the city's economy. These are based on differing growth rates envisaged as arising from the successful delivery of the overall strategy of the EMP (see Table 1). These growth rates can be translated into land requirements and potential new jobs; the preferred Scenario would require some 81ha of land to support new business uses and could give rise to some 8,500 new jobs by 2027.

Table 1: Employment, Floorspace and Employment Land change to 2027

Scenario	Jobs type	Employment			Floorspace (sq.m)	Land (ha)
		2009	2027	2009-2027	change 2011-2027	change 2011-2027
Baseline	Industry/Warehousing	29,644	24,619	-5,025	-295,169	-73.8
	Offices	25,592	26,802	1,210	19,534	4.9
Masterplan	Industry/Warehousing	29,644	28,565	-1,079	-30,780	-7.7
	Offices	25,592	29,581	3,989	72,332	18.1
Masterplan+	Industry/Warehousing	29,644	30,423	779	93,703	23.4
	Offices	25,592	31,376	5,784	106,440	26.6
Masterplan++	Industry/Warehousing	29,644	32,281	2,637	218,187	54.5
	Offices	25,592	31,376	5,784	106,440	26.6

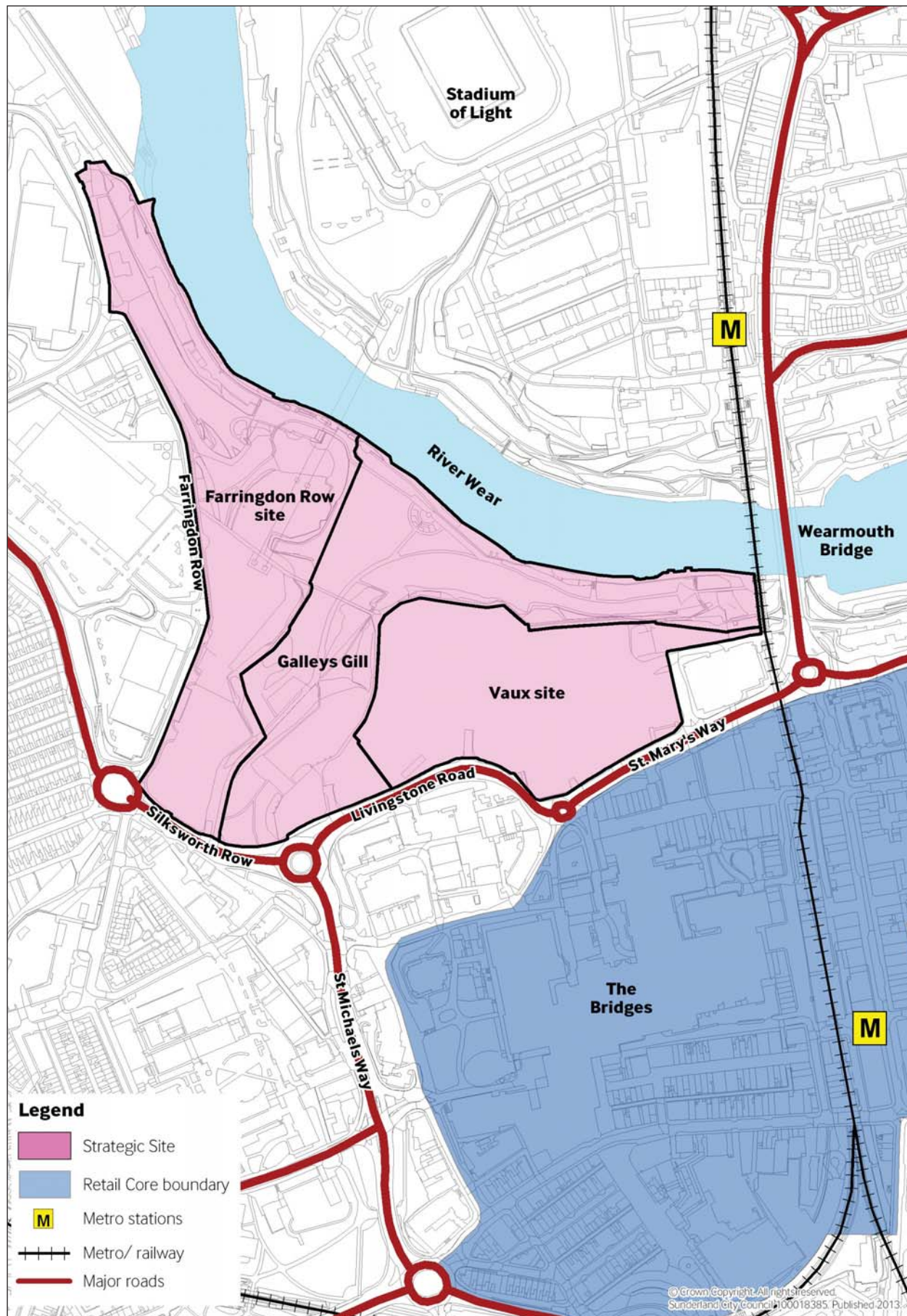
- 3.8 Essentially, the overarching approach in the Core Strategy is to pursue opportunities to grow new employment sectors in the local economy, whilst ensuring existing sectors can prosper. This requires that the employment land portfolio is fit-for-purpose so that it can respond to emerging developer requirements. The Core Strategy has "realigned" this portfolio to focus on the Washington area where the greatest potential for growth lies, whilst allowing a more flexible approach in those areas where market demand is weaker.
- 3.9 To ensure a range and choice of sites, the Core Strategy identifies some 1,137ha of land capable of supporting business and manufacturing uses. The Core Strategy proposes a range of sites which provide a comprehensive hierarchy:-
- 3.10 **Strategic Sites** which, due to the scale and nature of development, will provide the step-change in the local economy. These sites, at Vaux/Farringdon Row and on land to the north of Nissan, are critical to the success of the city. They will provide large numbers of new jobs in new sectors of the economy. Further detail on these is provided below.

- 3.11 **Primary Employment Areas** (851ha) identified in the Employment Land Update. These thirteen areas are considered essential to the long-term economic success of the city. These areas should be entirely protected from non-employment uses which could impact on their viability as employment locations.
- 3.12 **Key Employment Areas** (286.6ha) are also identified in the Update. Here a more flexible approach to new development is more appropriate, though a main requirement will be to ensure that industrial operations remain unaffected. Development Management policies set out the specific requirements for these areas.
- 3.13 Outside of these locations are a number of older, less effective employment areas. Whilst these are expected to remain in employment use in the short-medium term, in the longer term in these areas the movement towards non-employment uses (e.g. housing) could provide significant new local regeneration benefits.

Strategic Sites

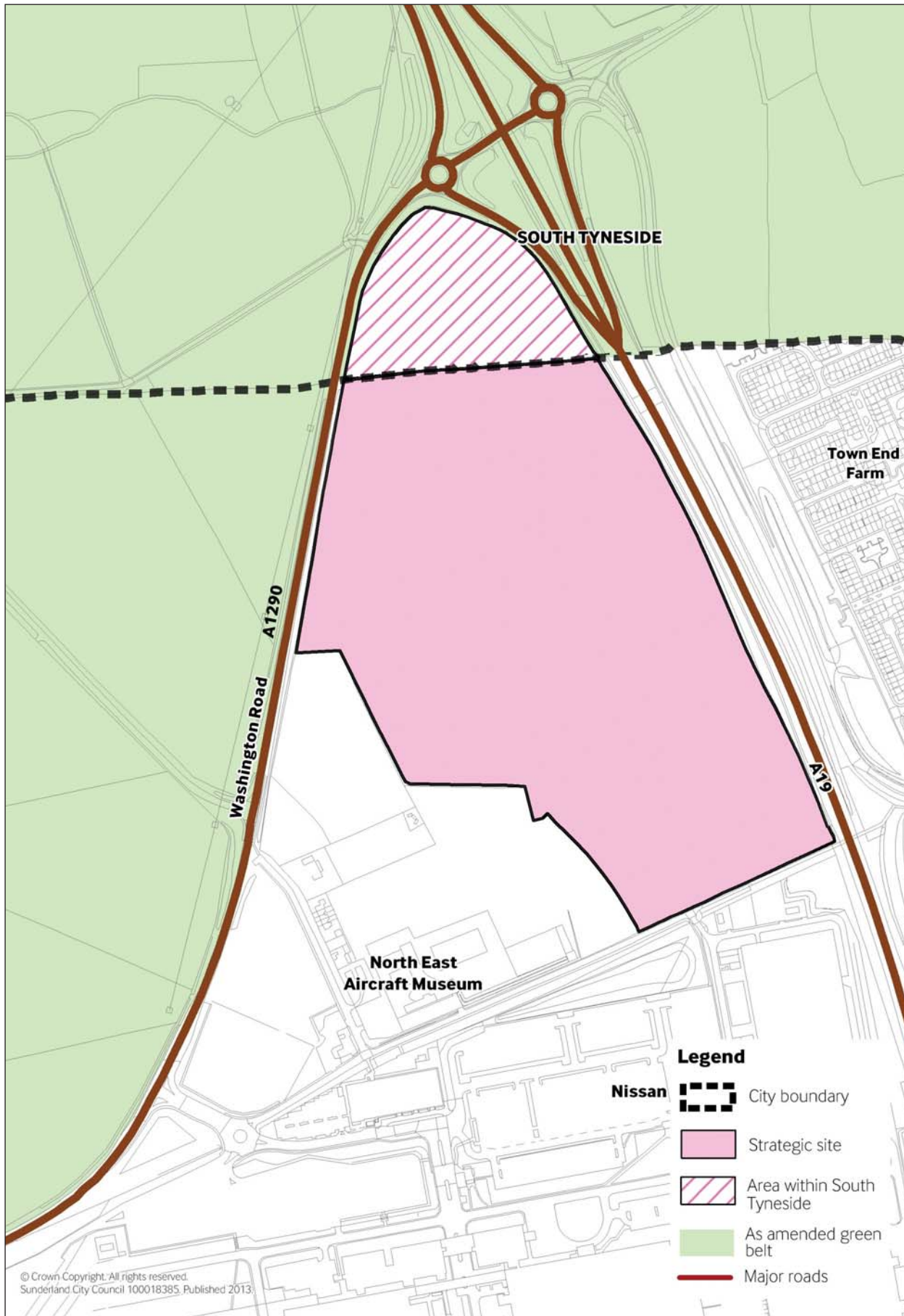
- 3.14 **Vaux/Farringdon Row:** The need to regenerate the city centre is an agreed priority of the council. A key element in this is the need to “grow” the city centre office market in order to provide the range and number of city centre B1 offices found in other similar sized cities. The former Vaux brewery site has been identified as a Strategic Site where office floorspace will be provided as part of a mixed-use development along with housing and supporting retail and leisure uses. This, along with the adjacent Farringdon Row site, is the only site of sufficient size in the city centre which gives the opportunity to deliver significant office employment and as such it is vital if the economy of the centre – and the wider city - is to be realised to its full potential.
- 3.15 The re-development of the Vaux/Farringdon Row site will be an important component in the City Council’s strategy for encouraging people to remain, or move back into the city centre. Not only this, the employment opportunities for existing and prospective communities will help address social inequality, raise prosperity levels and stimulate investment.
- 3.16 As part of a high-density mixed development, the Vaux site could accommodate up to 4,000 jobs. Such a development would maximise the job creation potential of the site, raise the profile of the city as an investment location and, by attracting large numbers of additional people to the city centre, would bolster the function of the nearby retail core.

Figure 10: Strategic Site – Vaux, Farrington Row and Galleys Gill



- 3.17 **North of Nissan:** The council's 2009 Employment Land Review highlighted the need to seek a release of land to accommodate potential demand for employment land in the Washington area in the future. This requirement is confirmed in the 2012 Update of the ELR. Due to the constrained nature of the Washington conurbation, this requirement was considered to be best met in the form of a large (20ha) new site to the North of Nissan. With the emergence of the Low Carbon Economic Area, the designation of the Ultra Low Carbon Vehicle Enterprise Zone and the ongoing success of Nissan, the site is ideally located to capitalise on the emerging low carbon economy. It will allow the delivery of key elements of the Economic Masterplan.
- 3.18 The potential uses for the site would be principally within the low carbon technologies/advanced manufacturing sectors. A masterplan will be prepared to guide the development of the site; piecemeal development will not be acceptable as the site is critical to attracting strategic economic inward investment to Sunderland and needs to be developed in a cohesive and comprehensive manner.

Figure 11: Strategic Site – North of Nissan



- 3.19 The site is located on land currently designated as Green Belt. However, the nature and scale of the economic benefits gained through the development of the site are significant and will not only be confined to the City, in all probability extending to the outlying Region. It is therefore considered that the ability of this key site to assist in the regeneration of the economy of the wider North East will constitute the “exceptional circumstances” required to amend the boundary of the Green Belt in this location.
- 3.20 The Policy sets out the council’s spatial strategy for delivering economic growth and prosperity and its commitment to investment in education, skills and training. New development can contribute towards this strategy by generating opportunities for employment and training for local people and by encouraging the use of local businesses and the voluntary and community sectors. Equally, the presence of a skilled and trained workforce will be a major attractor to new employers seeking to invest in the city.
- 3.21 It is the council’s intention to make best use of its planning responsibilities to increase the economic prosperity of the city and, in particular, to ensure that local residents and businesses benefit as a result. This will be achieved through the inclusion of ‘social and economic clauses’ in planning obligations which will encourage the adoption of processes by developers, contractors and “end users” that will help to stimulate economic growth.

The potential for additional long-term employment land requirements

- 3.22 As highlighted earlier, the council’s 2012 Employment Land Update establishes the overall requirement for employment land in the city up to 2027. This is reflected in the strategy and policies of the Core Strategy.
- 3.23 This requirement is based on the amount of land needed to support the retention of existing “traditional” employment sectors, along with the new and emerging industries associated with the anticipated growth in low-carbon sectors, as highlighted in the Economic Masterplan. The preferred economic growth scenario (Masterplan ++-) indicates that some 81ha of land will be required in Sunderland to support emerging industries and businesses over the next 20 years. This has informed the policy direction of the Core Strategy. As part of this, a 20ha strategic site to the north of Nissan is proposed to accommodate companies requiring a location close to the factory.
- 3.24 However, it is clear that there is significant demand from major manufacturing companies for land and sites over and above this, with the main focus being in the vicinity of Washington. The City Council’s Business and Investment Team (BIT) continue to receive significant numbers of enquiries from companies who wish to locate in the city. It is clear that similar enquiries have been made to neighbouring councils.
- 3.25 A considerable number of these enquiries comprise large floorplate schemes for major manufacturing companies seeking a base in the area. Some of these companies are suppliers to Nissan. Many of these enquiries come to fruition and are successfully located on appropriate sites. However, the large size of some of the proposals means that they cannot be accommodated on available sites in existing employment areas in Sunderland (or South Tyneside). Effectively, because of the lack of suitable sites, these valuable economic development proposals – and the significant job creation opportunities they would bring – cannot be realised.
- 3.26 These proposals represent opportunities to capture significant investment in the city, but the current inability to find readily available sites means that these opportunities are often lost to other parts of the country.

- 3.27 It is unlikely that there are existing suitable sites in the urban part of the conurbation due to the built-up nature of the area, limited site size or other physical constraints. However the possibility of developing on sites in the built-up area needs to be examined and discounted. Nevertheless, it is likely that the need will arise to consider exploring locations outside of the built-up area where new land for economic development could be brought forward to meet this demand.
- 3.28 Government has emphasised that there is a need to secure economic growth, particularly in new sectors such as advanced manufacturing. There is also an emphasis on the need for plans to be based on robust evidence which takes account of market signals as well as the need to supporting new and emerging sectors. For this reason, the development of a “National Advanced Manufacturing Park” in this location is a key component of the council’s recent bid to Government under the City Deal initiative. The bid is supported by South Tyneside Council.
- 3.29 Work will continue on identifying actual land requirements. The outcome of this will be reflected in the next stage of this Core Strategy.
- 3.30 Therefore, working jointly with South Tyneside, further assessments are being undertaken to establish an understanding of the market demand over a 20-year period. This will particularly focus on the major mobile investment opportunities as well as the automotive, advanced manufacturing and offshore renewable sectors.
- 3.31 Should this evidence demonstrate there is a need which cannot be met within the existing employment land portfolios, the two councils will work jointly to meet this need formally through the development plan system. This may include the preparation of a joint development plan document.

Chapter 4:

Providing the Right Homes for the City

Introduction

- 4.1 National planning policy supports the creation of sustainable balanced and mixed communities. The NPPF recognises the need to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, highlighting the need for new housing to meet the needs of the different groups in the community. But building new housing is not the only means to meet housing need; the NPPF identifies the need for local authorities to also identify and bring back into residential use empty housing and buildings.
- 4.2 The overarching spatial approach of the Core Strategy Housing policies builds upon these principles in seeking to ensure that there is an appropriate mix of good quality housing to meet the needs of the existing and future communities.

Background to the Providing the Right Homes for the City Policies

What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to the provision of future homes and the city's existing housing stock; these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

New Housing

- New housing should be accessible to and support local and main service centres, and more housing close to employment locations should be sought
- Development of employment land for housing should only be where it is clearly of no value as employment land, be in sustainable locations and where there would be no amenity conflict with nearby industry.

House types/density/affordability

- Mixed developments of housing would be welcomed, as opposed to estates all of the same type of house.
- Higher density housing should be sought close to key public transport corridors and interchanges.
- Support for low densities where it achieved high value executive family housing.
- More 'affordable' and social housing is required to help young people and first time buyers and renters.

- More housing is required that is adaptable and suited to older people and those with mobility difficulties.
- More high quality 'executive' homes are needed, including large low density family homes.

Housing renewal and regeneration

- Where appropriate, brownfield land should be developed in preference to greenfield land.
- Manage the release of land for new housing in order to assist regeneration and renewal areas.

Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2013) highlighted:-

- That the implementation of the policy should help to ensure that sufficient choices of housing (in terms of types, sizes and tenures) are delivered across the city. The policy should also help to ensure that the existing housing stock is utilised so that empty properties are brought back into use across the city
- That by increasing the choice of accommodation for older households and supporting renewal programmes, the city's ageing population will have the right type of accommodation to suit their needs in the long term. Along with the provision of affordable and executive dwellings, there will be an increase in population.
- Ensuring an appropriate mix of good quality housing of all types, sizes and tenure (including affordable and executive housing) should help attract more people into the city, assisting to reverse population decline.

The SA suggested a few minor wording amendments to strengthen the policies; the suggested amendments have been incorporated into the final policies.

Spatial Strategy

- 4.3 The Spatial Strategy set out in Core Strategy policy CS1 emphasises the role that the sub-areas will play in delivering future housing needs. It is essential that future housing corrects the imbalance of the current housing stock, thus preventing out-migration.
- 4.4 The spatial objectives aim to help achieve the spatial vision. A range of planning actions that could bring about the achievement of each objective has also been suggested.

Delivery of Spatial Objectives

4. **Housing** - Provide enough land to meet the city's housing requirement and ensure a range and choice of housing types and tenures including increased provision of affordable and executive homes.

Providing the Right Homes for the City

Policy CS4.1 - The City Council will seek to ensure that Sunderland will become a more sustainable city, with a strong sense of place, by having an appropriate mix of good quality housing of all types, sizes and tenures to meet the needs of its existing and future communities.

Existing Housing

Policy CS4.2 - The City Council will seek to manage the existing housing stock to ensure an appropriate supply of dwellings by:-

- a) Bringing empty properties back into use and supporting programmes of improvement, renewal and replacement to regenerate the city's housing stock, in partnership with Gentoo and other Registered Providers
- b) Preventing over concentrations of Houses in Multiple Occupation and the loss of family housing, either through conversion, sub division, change of use or redevelopment. The City Council will declare Article 4 Directions where necessary

New Housing

Policy CS4.3 - To ensure that new housing development meets future needs, the City Council will:-

- a) Require provision of 10% affordable housing on all housing developments proposing a minimum of 15 dwellings or on sites of 0.5ha or more
- b) Support the development of executive dwellings as part of housing schemes and also as stand alone developments
- c) Increase the choice of accommodation for older households to enable independent living; including the provision of bungalows, retirement villages and extra care housing
- d) Support the development of student accommodation in appropriate and accessible locations where there is an identified need
- e) Support the development of accommodation for people with disabilities, enabling a choice of tenure and independent living
- f) Seek the incorporation of new housing into mixed use schemes where appropriate
- g) Provide some 14 new stop-over pitches for Gypsies and Travellers and 43 new plots for Travelling Showpeople between 2012 and 2018

Existing Housing

- 4.5 Regardless of proposed new housing development, the city's existing housing stock will remain its most important asset, forming around 90 percent of the stock in 2032. It is recognised that where existing housing is obsolete and not viable for improvement, demolition provides the opportunity to provide replacement housing that better meets local needs and aspirations of the area. Gentoo, the largest single Registered Provider in the city is undertaking a large regeneration/renewal programme throughout the city, with around 4,000 dwellings scheduled for demolition and 3,000 to be built (to date 3,850 properties have been demolished and 1,650 new dwellings have been built).

- 4.6 Due to the economic climate Gentoo have sold a number of sites onto private developers and consequently the proposed build numbers of Gentoo are not as high as initially anticipated when the regeneration programme commenced. This has not impacted on the provision of rental properties, rather a reduction in the number of properties Gentoo is developing for sale. Gentoo, subject to funding, will continue to develop high quality mixed tenure housing developments in areas in need of housing regeneration throughout the city.
- 4.7 Sunderland has a shortage of larger family properties, which is limiting the economic growth of the city. It is therefore important to retain the larger properties, and in doing so the council will seek to resist the sub-division, demolition and change of use of family homes. Article 4 Directions will be implemented where necessary to control and manage the number of Houses of Multiples Occupation in any one locality.

Future Housing

- 4.8 The Strategic Housing Market Assessment (SHMA) 2013 identifies an imbalance of house types amongst the city's housing stock, with low levels of family, detached and 'executive' type dwellings. This lack of choice is a major cause of out-migration to areas with more appropriate housing and is one of the main reasons behind the longstanding population decline in the city. It is necessary to ensure that an adequate and appropriate supply of housing is provided across the city in terms of type, tenure, design and price, to meet the needs of existing and future residents. A flexible housing stock that can satisfy change in household size, ageing population and diverse lifestyle choices is required.
- 4.9 The 2010 Economic Viability Assessment of Affordable Housing Requirements Report (EVA) indicated that a target of 10% affordable housing would be viable city-wide for proposals that delivered 15 or more dwellings or for sites of 0.5 hectares or more. The council has chosen to have a city-wide percentage rather than sub-area percentages. Therefore it is expected that 10% affordable housing will be included wherever the development is located. The 2010 EVA is currently being reviewed to align with the 2013 SHMA and to take account of the current economic situation. The findings of the review will be reflected in affordable housing policies in future iterations of the Core Strategy. Development Management Policy DM4.9 provides further details on the affordable housing policy. The council's emerging Affordable Housing SPD will provide further detail on how affordable housing should be implemented.
- 4.10 There are insufficient 'executive-type' dwellings within the city; these dwellings suit the needs of higher-income households and professionals and can help diversify Sunderland's housing offer and should be provided wherever possible, in order to help stem out-migration and enrich the city's socio-economic profile. The Allocations DPD will allocate these sites.
- 4.11 It is also necessary to ensure that housing is delivered that meets the needs of all, particularly under-represented groups, including older people and people with disabilities, students, gypsies and travellers and showpeople. The Enabling Independence Strategy will provide the basis for bringing forward the necessary accommodation to meet the housing needs of older people and people with disabilities.
- 4.12 Sunderland University has two main campuses; St. Peter's on the north side of the river Wear, and Chester Road (the "City Campus") in the city centre. The University is of key strategic importance for the city and it is important that the need for student accommodation is satisfied, but only in appropriate locations which have good access to both the educational establishments they serve and to local facilities.
- 4.13 The Tyne and Wear Gypsy and Traveller and Travelling Showpeople Accommodation Needs Assessment (2009) identified a need within the city for 14 Pitches for Gypsy and Travellers between 2008-2018. Further evidence is to be developed to update the requirements for Gypsies, Travellers and Travelling Showpeople to cover the whole plan period. The results will

be incorporated into the Core Strategy at the earliest opportunity. However, for the time being, this figure reflects the current uneven distribution of pitch provision within the Tyne and Wear area, rather than being a set requirement. As such, the council will endeavour to find an appropriate site in a sustainable location with access to necessary infrastructure. However, based upon past/current requirements for Gypsy and Travellers in the city being of a temporary nature, the site may reflect this and provide for stop-over provision, rather than permanent. The use of the site will then be monitored, to get an indication of any requirements for a site of a permanent nature, which will be planned for accordingly should this be demonstrated.

- 4.14 There is also a need for 43 plots for Travelling Showpeople across the city to accommodate household growth within the Showpeople community. The City Council will ensure the housing needs of this community are met when considering housing sites in the Allocations DPD.



Chapter 5:

Thriving Communities

Introduction

- 5.1 National planning policy supports the creation of sustainable balanced and mixed communities and recognises that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities.
- 5.2 Town and village centres sit at the heart of thriving communities and the NPPF requires councils to promote centres with accessible local services that reflect the community's needs and support its health, social and cultural well-being.
- 5.3 The overarching spatial approach of the Core Strategy sustainable community policies builds upon these principles in seeking to ensure that Sunderland becomes a more sustainable city with a strong sense of place.

Background to the Thriving Communities Policies

What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to Thriving Communities and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

- Making Sunderland a healthy, safe and inclusive city should be a top priority

Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2013) highlighted:-

- That the implementation of the policy should help to ensure that sufficient key services are delivered across the city.
- That by increasing the choice of accommodation for older households and supporting renewal programmes, the city's ageing population will have the right type of accommodation to suit their needs in the long term. Along with the provision of affordable and executive dwellings, there will be an increase in population.
- That providing a good mix of cultural, leisure, health and sports facilities should help attract more people into the city, assisting to reverse population decline. Secondary effects in the form of improved health and well-being and reduction in deprivation can be expected over time

The SA suggested a few minor wording amendments to strengthen the policies; the suggested amendments have been incorporated into the final policies.

Spatial Strategy

- 5.4 In creating thriving, healthy, sustainable communities it is essential that communities are supported by viable and vibrant centres with sufficient health, leisure, cultural and education facilities to meet the needs of the existing community and new population.
- 5.5 The spatial objectives aim to help achieve the spatial vision. A range of planning actions that could bring about the achievement of each objective has also been suggested.

Delivery of Spatial Objectives

7. **Neighbourhoods and Communities** - Develop cohesive, inclusive and attractive sustainable communities and neighbourhood that are well integrated with schools, shops, services, facilities and open space whilst ensuring that the diverse needs of the city's different communities are met.
8. **Well-Being** - Improve and protect citizens' health, promote healthy lifestyles and ensure the development of facilities to enable lifelong learning to reduce inequality and ensure a high quality of life.
10. **The City Centre and other main centres** - To expand and develop the City Centre and its fringe into a vibrant and economically buoyant entity connected to its River and Coast, by improving and expanding the office and retail offer, whilst securing the viability and attractiveness of district and local centres.

Thriving Communities

Policy CS5.1 - The City Council will continue to support the roles of its centres to ensure they remain as thriving and viable destinations, consistent with their scale and function.

To maximise regeneration, ensure the appropriate distribution of investment and protect identified centres, a hierarchy of centres has been identified:-

City centre

Sunderland city centre

Town centres

Houghton and Washington

Major district centres

Concord, Sea Road and Hetton

District centres

Southwick Green, Chester Road and Doxford Park

Local centres

Hylton Road, Pallion, Grangetown, Ryhope, Hendon, Pennywell, Silksworth, Thorndale Road, Shiney Row, Easington Lane, Market Street (Hetton), Fencehouses, Monkwearmouth and Castletown.

The City Centre and Town Centres will be the principal locations for leisure, entertainment, cultural facilities and services.

The Major District Centres and District Centres have a role in providing key services including shopping, commercial, leisure, public and community facilities.

The Local Centres provide a focus where essential services to meet day to day needs can be concentrated, thereby supporting the well-being of local people.

Thriving centres will have common features, including:

- A range of every day facilities to support healthy living
- Accessibility by all modes of transport
- Adjacent higher density housing that helps to support local facilities and public transport
- High quality, safe and secure design of buildings, streets and public spaces
- Green, attractive and healthy environments
- Environments that are attractive to people of all ages and social groups, that encourage social interaction
- Potential to take advantage of energy saving opportunities including combined heat and power.

The council will seek to ensure that each centre, consistent with their scale, catchment and function, fulfils its potential with regards to the above criteria, and is well connected to its neighbourhood.

CS5.2 - The City Council will continue to seek and support area based regeneration initiatives. Houghton town centre and Roker/Seaburn Seafront have been identified as Regeneration Areas, and in these areas the following types of development will be particularly supported :-

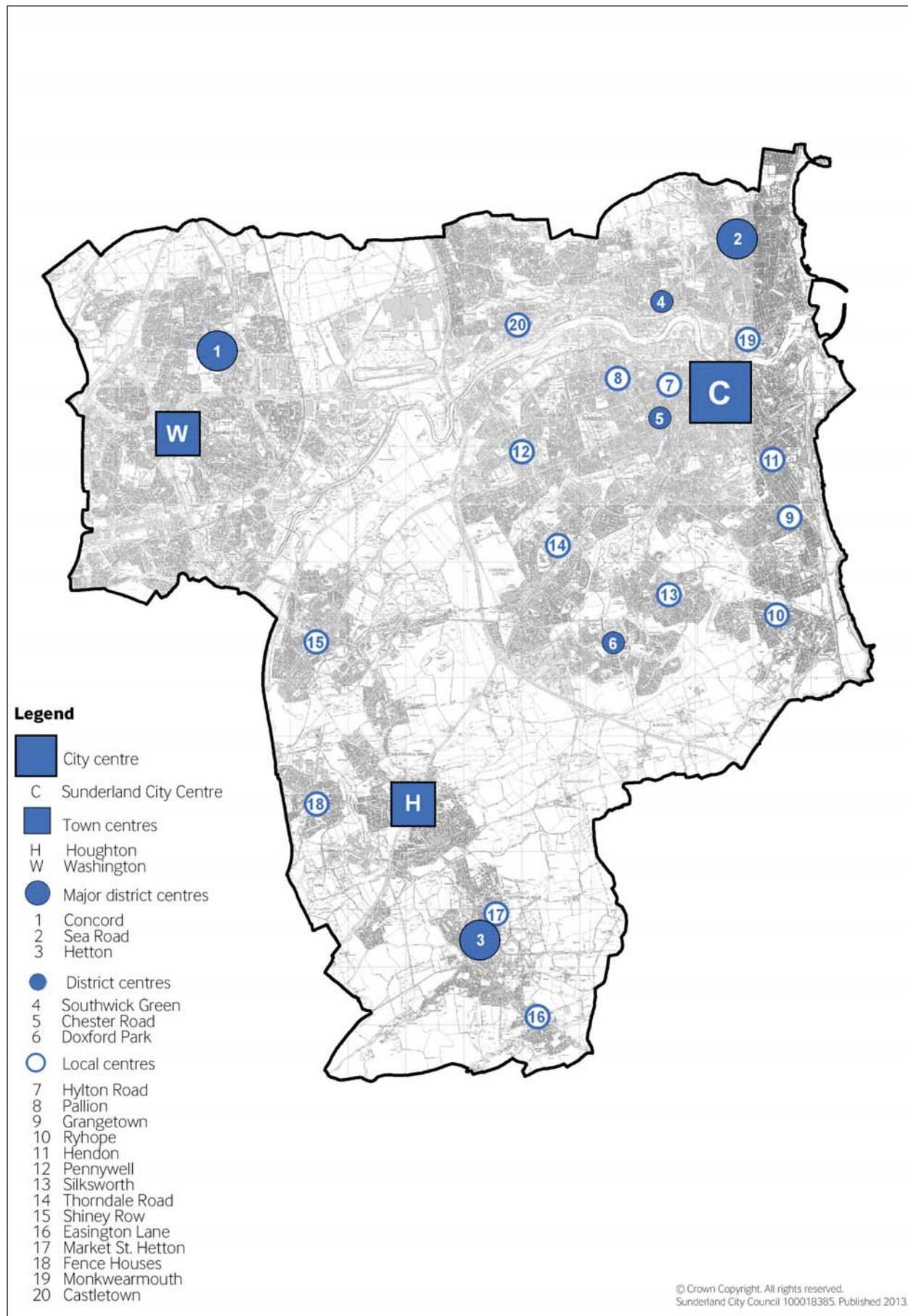
- i. Houghton town centre: new retail opportunities and environmental improvements
- ii. Roker and Seaburn Seafront: tourism and leisure development along with new housing and environmental improvements

CS5.3 - The City Council will help communities shape the development of their local area in a positive manner, through the development of Neighbourhood Plans.

Thriving Communities

- 5.6 The Council's 2009 Retail Needs Assessment Update identifies a modest need for new convenience retail floorspace in the city in the period up to 2032 (due to the effect of new supermarket developments on the overall expenditure capacity in the City). However, there remains significant growth in the comparison goods sector over the plan period and a need to address qualitative deficiencies in comparison shopping facilities. The most appropriate – and pressing - location for new comparison facilities will be in the City Centre where they will assist in boosting vitality and viability.
- 5.7 Sunderland city centre and Washington and Houghton town centres are recognised as the three most important centres in the city. All three perform significant retail, social and public functions and are important centres for the local transport network in the respective sub-areas. The size of the other centres in the city varies; the major district centres feature significant retail facilities and services such as banks, whilst the much smaller local centres primarily cater for day-to-day shopping needs.

Figure 12: The Centres in Sunderland



- 5.8 Traditionally these centres have primarily been locations for shopping facilities, but they also play important roles as “hubs” of the local community, providing wider social needs. Centres with a good supply of local services and facilities in safe and attractive environments encourage people to walk, cycle and socially interact, thus facilitating healthy lifestyles and promoting individual’s well-being. In design terms, there should be clear links with centres and their respective neighbourhoods, including attractive street layouts that encourage local trips.
- 5.9 The World Health Organisation recognises the role of centres/cities in today’s society “A healthy city offers a physical and built environment that supports health, recreation and well-being, safety, social interaction, easy mobility, a sense of pride and cultural identity and that is accessible to the needs of all citizens.”
- 5.10 The City Council will work with its partners to ensure that these centres continue to be healthy and sustainable places that bolster community resilience, and that the character of these centres is protected and enhanced through sensitive development of local facilities, housing-led development and environmental improvements that create safe, attractive streets and spaces.
- 5.11 Every effort will be made to locate community and day-to-day facilities within or adjacent to centres. Where facilities are located elsewhere, street and building design should focus on maximising accessibility for all users, and ensuring that public transport, walking and cycling trips are promoted fully. These often include social and health facilities that are particularly relevant to older people and disabled people.
- 5.12 There are specific parts of the city where there are opportunities to pursue ‘targeted’ regeneration initiatives. Currently two areas have been identified: Houghton town centre and the Seafront.
- 5.13 Although Houghton town centre continues to have an important function for the Coalfield, in shopping terms it has experienced considerable slippage in the national retail rankings since 2000/2001. The town centre has a limited convenience and comparison retail sector, a vacancy rate which is slightly above the national average, a low level of footfall, limited operator demand and is characterised, in part, by a relatively poor environment. The Retail Needs Assessment recommends that the scope to enhance the role and function of the town centre should be developed, in particular to ensure better representation for convenience and comparison goods. In this respect a scheme for the redevelopment of the former Houghton colliery site on the edge of the town centre to provide a new supermarket is being progressed.
- 5.14 Sunderland’s twin seafront resorts of Roker and Seaburn are two of the city’s most treasured assets and the seafront continues to remain an important leisure destination and a strategic priority for the City Council. The regeneration of Sunderland’s seafront is fundamental to the development and diversification of the city’s economy and its cultural and tourism offer. It will also greatly add to the quality of life for residents.
- 5.15 To guide the regeneration and development of the Seafront, a suite of strategies and supplementary planning documents have been produced and adopted by the council:
- The Seafront Regeneration Strategy provides the strategic context for the regeneration of Seaburn and Roker. It sets out the council’s vision of an attractive, safe, clean and accessible seafront for all residents and visitors, of which the people of Sunderland can be proud

- The Marine Walk Masterplan Supplementary Planning Document (SPD) provides development guidance for Marine Walk in the Roker Conservation Area. The Marine Walk Masterplan encourages proposals to reference the area's rich cultural and built heritage and distinctive natural environment
 - The Seaburn Masterplan and Design Code SPD seeks the comprehensive redevelopment of the Ocean Park area for leisure-led, family-focused development. A spatial masterplan develops broad planning principles supported by an indicative layout for the area. A design code provides more specific design guidance for buildings and areas of public realm.
- 5.16 To support the regeneration of the seafront the City Council is delivering infrastructure improvements at both Roker and Seaburn and is actively working with partners to deliver the aspirations set out in the Seafront Regeneration Strategy.
- 5.17 The Government's reforms of the planning system introduced the concept of neighbourhood plans. These allow communities to set out their vision for their local area and include general planning policies to shape and direct development in their neighbourhood. They are led and written by the community, not the Council. However, the City Council will offer support where appropriate.
- 5.18 Neighbourhood planning is about shaping the development of a local area in a positive manner. It is not a tool to stop new development proposals from happening and should reflect local and national policies. Neighbourhood plans and orders should not promote less development than set out in the local plan or undermine its strategic policies.
- 5.19 Neighbourhood plans have to be in general conformity with the overall strategic approach and policies within this plan and the forthcoming Allocations DPD.

Chapter 6:

Connecting the City

Introduction

- 6.1 The NPPF emphasises that planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities. A key element of the NPPF highlights the need for councils to pursue sustainable growth and that local planning authorities should plan proactively to support an economy fit for the 21st century. The need for effective transport infrastructure underpins this.
- 6.2 The overarching spatial approach of the Core Strategy transport policies builds upon these principles by:-
- promoting sustainable travel and seeking to improve local transport infrastructure in order to secure local economic regeneration, and
 - enhancing connectivity, both within the city and to the immediate sub-region

Background to Connectivity policies

What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to the connectivity topic and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are summarised as follows:-

Transport

- Transport and land use needed to be developed hand-in-hand
- Housing, offices and employment need to be in accessible locations
- Public transport, followed by walking and cycling needed most improvement and development in Sunderland, with cars and motorbikes given the least priority
- The Ryhope-Doxford link road needs to be included
- Coupled to improvements to the SSTC and the Central Route there should be public transport enhancements and demand management measures
- There should be focus on developing new Metro connections.
- The reopening of the Leamside Line would support economic development, freight and public transport

Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2013) highlighted:-

- The delivery of improvements to the public transport service and infrastructure and the district walking and cycling routes would have a positive impact in terms of reducing carbon emission contributions to climate change in the medium to long term.
- Proposed highway improvements on existing roads within Sunderland could potentially encourage increased use of the private vehicle which could have an adverse effect in terms of an increase in carbon emissions. Alternatively, if part of a co-ordinated and comprehensive set of measures (such as those set out in the policy) they could relieve congestion, which could assist to reduce transport related carbon emissions.

Amendments to the policy to recognise the role that town/district/local centres play in terms of providing local employment opportunities and reducing travel movements are suggested. These have been incorporated.

Spatial Strategy

- 6.3 The Spatial Strategy set out in Core Strategy policy CS1 emphasises the role that each of the five sub-areas will play in the development of the city. Key to realising this will be how the areas, and the communities within them, “connect”. Public transport plays a major role in this, but there is also a need for major road schemes to enhance accessibility, particularly with regards to major employment areas and new areas of major residential development.
- 6.4 The spatial objectives aim to help achieve the spatial vision. A range of planning actions that could bring about the achievement of each objective has also been suggested.

Delivery of Spatial Objectives

2. **Climate Change** - Adapt to and minimise the impact of climate change by reducing carbon emissions and seeking to reduce the risk and impact of flooding.
3. **Economic Development** - Facilitate economic growth by providing a wide portfolio of high quality employment sites, whilst supporting the development of new key employment sectors, including the low carbon economy, and strengthening existing industry.
5. **Accessibility** - Implement sustainable transport solutions that enhance the city’s profile, its economic competitiveness and achieve low-carbon outcomes whilst enhancing accessibility for all to a full range of facilities and jobs and reducing dependency on the car. Traffic management measures will be employed in order to manage congestion and associated environmental and health impacts of traffic.

Connectivity

Policy CS6.1 - The City Council will promote sustainable travel and seek to improve transport infrastructure in order to secure local economic regeneration and enhance connectivity, both within the city and to the immediate sub-region, by:-

- a) Focusing and intensifying development in accessible built-up areas
- b) Encouraging a reduction in trip distances and supporting trips by public transport, walking and cycling
- c) Enhancing the city's transport network to improve connectivity to key employment sites, both existing and proposed, to town, district and local centres and neighbourhoods
- d) Utilising traffic management measures in order to manage congestion and the environmental and health impacts of traffic
- e) Ensuring that transport initiatives support the development of safer, cleaner and more inclusive centres and neighbourhoods
- f) Working with neighbouring councils and other partners to promote cross-boundary transport initiatives

Policy CS6.2 - The City Council will work with the Highways Agency, the Department for Transport and other partners to facilitate the delivery of the following key schemes:-

- i. East Washington Low Carbon Zone Infrastructure
- ii. Sunderland Strategic Transport Corridor (remaining phases)
- iii. Ryhope to Doxford Park Link Road
- iv. Central Route

Policy CS6.3 - The City Council will improve the following existing main transport routes in the city:-

- i. A183 Chester Road
- ii. A690 Durham Road
- iii. A1231 Sunderland Highway
- iv. A1018 Newcastle Road
- v. B1522 Ryhope Road
- vi. North Hylton Road
- vii. A182 Houghton Road

Policy CS6.4 - The City Council will work with Network Rail, Nexus and other transport partners to secure improvements to the public transport service and infrastructure in Sunderland, including the extension of the Metro system.

Policy CS6.5 – The City Council will work towards enhancing the character and setting of the main public transport gateways as defined within the Central Area Design Framework:-

- i. Sunderland Station
- ii. Metro corridor
- iii. Major road and pedestrian entry points into the City Centre

City Centre car parks

Policy CS6.6 - The City Council will safeguard the following former railway routes to ensure their protection as transport corridors:-

- i. Penshaw – Pallion Line (South Hylton to Penshaw)
- ii. The Leamside Line (section within city)

Policy CS6.7 - The City Council will work with partners to create a strategic network of district walking, cycle and equestrian routes, linking residential areas, employment sites, local centres, education, leisure and community facilities.

Policy CS6.8 - The City Council will support proposals that encourage the use of the River Wear for transport, in particular for leisure related trips.

- 6.5 Key 'connectivity' issues for the Core Strategy relate to the need to enhance accessibility by sustainable transport modes to local services and centres, key facilities such as hospitals and schools, and to main employment centres.
- 6.6 Focusing on sustainable transport development will not only improve connectivity but will also help to support other crucial initiatives in Sunderland such as helping to improve traffic congestion, air quality, road safety and supporting increased levels of physical activity and overall health. Speed reduction and traffic management measures (including 20mph zones in residential areas) will be introduced where appropriate.
- 6.7 A main 'connectivity' issue is the need to ensure that transport infrastructure contributes to securing economic growth and regeneration in the city. A number of new road schemes and initiatives will assist in this:-
 - The role of Washington as a source of economic development opportunity is emphasised in the Economic Masterplan and this is reflected in this Core Strategy. The anticipated level of development realised through the Ultra Low Carbon Vehicle Enterprise Zone, the continuing success of Nissan and the development of the proposed 20ha Strategic Site will generate additional vehicle movements and put pressure on the existing road network. The City Council is working in close partnership with the Highways Agency and other transport partners to assess and implement the highway works needed to support the development of this area.
 - The Sunderland Strategic Transport Corridor (SSTC) will provide a high-quality route between the A19 and The Port, taking in the City Centre as well as development sites along the riverside. The initial section of this road comprises the new Wear crossing at Claxheugh, with four further phases to follow, comprising:-
 - Phase 1B (St. Michaels Way to Beach Street)
 - Phase 3 (South Bridgehead to Beach Street)
 - Phase 4 (Wessington Way)
 - Phase 5A (Improvements to Port Access)
 - As outlined under Policy CS2.2 the council is proposing a major area of housing growth in the South Sunderland Area. A key infrastructure requirement needed to support the scale of new development is the Ryhope-Doxford Link Road. Developer contributions will be sought to pay for this road.
 - The Central Route has been a long-standing aspiration of the council. The road will connect important employment areas to the primary route network in the Coalfield and enhance their marketability. Developer contributions will be sought to fund this road.

- 6.8 In addition to these schemes, the City Council will continue to work with adjoining Durham County Council to investigate the possibility of a road link in the longer term, through the southern Coalfield, to connect with the East Durham Link Road/A19 near Dawdon (the Coalfield Regeneration Route).
- 6.9 In the city, the Metro is a significant public transport asset, but the network needs modernising to meet future needs. Some £580million has been awarded to reinvigorate the system by 2019. The main focus is currently on modernising Metro stations and facilities rather than expanding the network itself. However, the Core Strategy should also look to the long-term future to ensure that development does not prejudice the most feasible expansion possibilities of the Metro system in Sunderland. This is likely to comprise an extension of the route from the current South Hylton station westwards utilising the former South Hylton to Penshaw railway line. For this reason it is proposed that a corridor centred on the line should be protected from development over the period of this plan to ensure that the route is not severed. The City Council will work with partners to implement Metro services between Sunderland, the northern Coalfield and Washington in the longer term.
- 6.10 Similarly, the former Leamside railway line provides an opportunity to improve connectivity between Washington and Sunderland (by taking in the former Penshaw-Pallion line) and southwards into the Coalfield area. The council will continue to work with its sub-regional partners and transport infrastructure stakeholders to investigate the potential of this line. This could include an access to sites within the Ultra Low Carbon Vehicle Enterprise Zone based around Nissan in Washington.
- 6.11 In preparing this Core Strategy and the forthcoming Allocations DPD – and through the development control process - the council will ensure that the location and design of new development does not conflict with the potential for the line's re-instatement.
- 6.12 Traffic congestion on several strategic roads and junctions (e.g. at peak periods on A183 Chester Road and A690 Durham Road) is a cause of delays, with consequent additional costs to business and lost time for employees and other travellers. The Congestion Reduction Plan has been produced on behalf of the Tyne and Wear Local Transport Plan partners and outlines strategies to reduce congestion and improve public transport on key corridors. The schemes aim to improve the journey times, frequency, reliability, accessibility and quality of public transport on key routes to ensure major developments are easily accessible by bus. Initial schemes include major improvements to the A183 Chester Road as well as the Wheatsheaf Gyratory junction on the A1018 Newcastle Road. Other major road corridors will be improved as finances permit.
- 6.13 The city is crossed by a network of footpaths, cycleways and equestrian routes. These ensure good – and sustainable – access to all parts of the city and a variety of destinations. Efforts will continue to develop the network. For example a new coastal route is being proposed from Ryhope Dene northwards to the River Wear to tie in with a long term proposal for a new foot and cycle connection (possibly a ferry) between the East End riverside and St Peter's campus.
- 6.14 Although the River Wear is unlikely to facilitate large numbers of journeys, there is the potential to increase the use made of the river, in particular for leisure related trips. The development of river transport will be supported, not least because of the contribution that it would make to the council's vision to better relate the River to City Centre activities.



Chapter 7:

Caring for the City's Environment

Introduction

- 7.1 The NPPF highlights the Government's commitment to protecting and enhancing the natural, built and historic environment and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change, including moving towards a low carbon economy.
- 7.2 The need to ensure the welfare of the city's environment has been a key priority of the City Council for some years. Through policy it is important that new development addresses the connections between people and places and integration into the natural, built and historic environment.

Background to the Caring for the City's Environment Policies

What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to the policies to the city's environment and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

Built Environment

- Improved, secure and well designed environments are important.
- The design of developments should be in keeping with the established character of an area, whilst incorporating innovative design concepts.
- The standard of design across the city should be raised and encompass all elements of the public realm including streets and green spaces.

Natural Environment

Green Belt

- Major incursions into the Green Belt require a detailed justification and should only be pursued if the council can demonstrate that there is no alternative way in which an adequate supply of employment land can be provided

Green Infrastructure/Green Space

- The approach should assist in the delivery of improved, integrated, multi-functional green infrastructure
- There should be increased emphasis on the quality and accessibility of public greenspace, rather than quantity alone

- Pedestrian accessibility to greenspace should be improved
- Only in special circumstances, such as where greenspace is identified as having low local value, should greenspace be used for other purposes

Biodiversity

- Wildlife corridors and designated areas of biodiversity and geodiversity importance should continue to be protected
- Priority should be given to increasing tree and woodland planting, particularly within new developments
- Increased protection for existing trees, woodland and nature sites where important
- That the maintenance and enhancement of all landscape areas should be encouraged

Historic Environment

- The protection and enhancement of the city's diverse heritage and built environment is a key issue across the city
- Historic buildings should be preserved if threatened by new development
- The local heritage and character of an area are important features that create a pleasant environment to live and work in
- Heritage and cultural facilities are seen as important in attracting more visitors and tourists to Sunderland

Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2013) highlighted:-

- That the natural features located within Sunderland (including areas of biodiversity, landscape character value and the Tyne and Wear Green Belt) would be protected conserved and enhanced as a consequence of the policy. The existing Green infrastructure network would be protected and where possible enhanced
- In the long term, areas located within the Tyne and Wear Green Belt and existing areas of landscape character and open space value could be placed under significant pressure from new development as land becomes scarcer throughout the city. It is therefore important that the Green Belt Review establishes enduring boundaries
- Improvements to the Green Infrastructure network would enhance access to green and open space for residents in the city. This would help promote access to open spaces for activity purposes. In turn, this would lead to the secondary effect of improving health and well-being amongst residents in the city

The SA suggests a number of amendments/suggestions to strengthen the policies. The suggested amendments have been incorporated into this policy

Spatial Strategy

7.3 The Spatial Strategy set out in Core Strategy Policy CS1 identifies the growth objectives of the city. But growth cannot occur without consideration for the environment. New development should protect and enhance the natural and built environment by directing development away from sensitive areas that cannot accommodate change, and through providing adequate mitigation to off-set any adverse impact.

Delivery of Spatial Objectives

2. **Climate Change** - Adapt to and minimise the impact of climate change by reducing carbon emissions and seeking to reduce the risk and impact of flooding.
6. **Green Infrastructure** - Protect the city's biodiversity, geological resource, countryside and landscapes, including the River Wear, the coast and the Magnesian Limestone Escarpment and seek opportunities to enhance that resource where possible, whilst ensuring that all homes have good access to a range of interlinked green infrastructure.
8. **Well-being** - Improve and protect citizens' health, promote healthy lifestyles and ensure the development of facilities to enable lifelong learning to reduce inequality and ensure a high quality of life.
11. **Design and heritage** - To increase the contribution that urban design and valued cultural and heritage assets can make to the image of the city and the quality of life of its residents.

Caring for the City's Environment

Policy CS7.1 - The City Council will ensure that the city's environment remains one of its key assets, and its importance is recognised and capitalised on by:-

- a) seeking resource efficiency and high environmental standards within developments in the city;
- b) protecting and conserving the city's natural environment;
- c) protecting, preserving and enhancing the built heritage and culture of the city;
- d) protecting local environmental quality.

Built Environment

Policy CS7.2 - Those parts of the built environment that make a positive contribution to local character, that establish a distinctive sense of place and which represent the unique qualities of Sunderland will be protected, conserved and enhanced.

Policy CS7.3 - The City Council will ensure that existing and proposed public realm located throughout the city will be of a high standard to offer accessible, functional, attractive and legible spaces.

Policy CS7.4 - Sustainable design and construction will be integral to new development in Sunderland; development should address the following key issues:-

- a) Maximising energy efficiency and integrating the use of renewable and low carbon energy
- b) Waste reduction and recycling during construction and in operation
- c) Conserving water resources and minimising vulnerability to flooding

- d) The type, life cycle and source of materials to be used
- e) Flexibility and adaptability, allowing future modification of use or layout, facilitating future refurbishment and retrofitting
- f) Opportunities to incorporate measures which enhance the biodiversity value of development, such as green roofs

Natural Environment

Policy CS7.5 - The openness of the countryside around existing built-up areas of the city will be secured by maintaining the broad extent of the Green Belt. The broad extent of the Tyne and Wear Green Belt (except land North of Nissan referred to below) will be maintained to:-

- a) Check the unrestricted sprawl and encourage the regeneration of the built-up area
- b) Assist in safeguarding the city's countryside from further encroachment
- c) Preserve the setting and special character of historic settlements
- d) Prevent the merging of Sunderland with Tyneside, Washington Houghton-le-Spring and Seaham and the merging of Shiney Row and Houghton-le-Spring with Washington, Chester-le-Street and Bournmoor

Land to the north of Nissan will be de-allocated from the Green Belt to accommodate the proposed Strategic Site (CS3.2ii).

A strategic review of the existing Green Belt will be undertaken and inform this Core Strategy where necessary.

Minor boundary amendments will be undertaken as part of the Allocations DPD.

Policy CS7.6 - The City Council will protect, conserve and enhance the varied landscape character within the city and the separate identity of its settlements, through the retention of important open-breaks and wedges between settlements.

Policy CS7.7 - The City Council will:-

- a) Protect, conserve, enhance and review designated ecological and geological sites of international, national and local importance;
- b) Ensure that development does not adversely impact upon existing locally distinctive priority habitats and species and makes the fullest contributions to enhancing their biodiversity, both through on-site measures and by contribution to local biodiversity improvements;
- c) Ensure that development does not adversely impact upon local geodiversity assets.

Policy CS7.8 - The City Council will :-

- a) Establish a network of strategic and district Green Infrastructure Corridors comprising linked green spaces. These strategic corridors will connect the city to neighbouring authorities with the:
 - i. Coastline
 - ii. River Wear
 - iii. Green Belt and open countryside west of A19
 - iv. Northern boundary Green Belt
 - v. Part of the Coast to Coast (C2C) cycle route
 - vi. Part of the Walney to Wear (W2W) cycle route

- b) Maintain, protect and enhance the integrity and connectivity of the proposed Green Infrastructure corridors in line with the emerging Green Infrastructure Strategy
- c) Protect, conserve and enhance the quality, community value, function and accessibility to the city's green space and wider green infrastructure, especially in areas of deficiency

Historic Environment

Policy CS7.9 - The historic environment of the city, especially designated heritage assets (Conservation Areas, Listed Buildings, Scheduled Ancient Monuments, Historic Parks and Gardens) and their settings, other valued buildings and areas of historic, cultural and townscape significance and sites of archaeological importance will be protected, conserved and enhanced where possible.

Policy CS7.10 - The City Council will support and develop initiatives to:-

- a) Secure and sustain the conservation and (where appropriate) the viable re-use of Heritage Assets at Risk;
- b) Capitalise in an appropriate and sensitive manner on the regeneration and tourism potential of heritage assets;
- c) Promote and improve access to and understanding and enjoyment of the historic environment.

Policy CS7.11 - The council's heritage designations will continue to be reviewed. The City Council will make new designations to protect and conserve the city's built heritage assets and their settings where justified by appropriate surveys and evidence.

Environmental Quality

Policy CS7.12 - The City Council will seek to ensure that new development avoids adversely impacting upon the quality of the local environment.

Policy CS7.13 - The City Council will seek to:-

- a) safeguard the intrinsic value of the River Wear and the city's coastline.
- b) maintain and where possible improve on the water quality of the River Wear and the City's bathing beaches at Seaburn and Roker.

Built Environment

- 7.4 The creation and maintenance of an attractive city has a significant role to play in attracting investment and assisting urban regeneration. This ties in with one of the fundamental aims of the Sunderland Strategy, which is to achieve widespread recognition of Sunderland's attractiveness as a place in which to live, work, study and visit.
- 7.5 The city has many areas of public realm which has the potential to act as a catalyst for regenerating the city, by making it a more attractive place to invest, work, live and visit (for example, Sunnyside in the city centre). The Economic Masterplan will introduce improvements and additions to public realm in the city centre. Public realm will be designed for a range of user groups and should consider the safety, protection and enjoyment of people within the space.

- 7.6 Action to reduce the impact of climate change is a key part of the overall vision of the Core Strategy and Development Management policies and is a cross cutting theme throughout, including objectives for reducing the need to travel (CS6), supporting the role of Green Infrastructure (CS7) and sustainable design and development (CS7). It is recognised that climate change will have significant implications for the city.
- 7.7 New development provides an opportunity for reducing energy consumption and enabling more efficient use of energy, both of which are important for reducing carbon emissions and wasteful use of finite natural resources. It is important that developments are designed to mitigate climate change, and to withstand its effects. This will help to minimise the impact of development on the global environment, and ensure that buildings and spaces endure.
- 7.8 Sustainable design also includes the sustainable use of resources, which is an important part of conserving materials and natural resources that are likely to become scarcer. This includes considering how existing buildings can be re-used, and how new buildings might be used in different ways in the future. Sustainable materials include those that are degradable, have low embedded energy, are easily renewed, or are recyclable.

Historic Environment

- 7.9 The historic environment of Sunderland is an asset of enormous cultural, social, economic and environmental value. The city benefits from a rich, diverse and distinctive cultural and built heritage that makes a fundamental contribution to the quality of the city's environment, and provides a sense of place and belonging for its local communities. The significance of the city's heritage assets is wide-ranging and far-reaching, providing an important educational resource, a catalyst for regeneration and offering huge tourism and visitor potential.
- 7.10 The city's historic environment includes an extensive range of designated heritage assets that are considered to be of national (and sometimes international) significance, as well as regionally and locally important. These consist of 10 Scheduled Ancient Monuments, including the 7th century monastic site of Wearmouth, which is one half of the Wearmouth-Jarrow candidature for World Heritage Site inscription, almost seven hundred Listed Buildings, 2 registered Historic Parks and Gardens and 14 Conservation Areas. The majority of these are located predominantly in urban areas in Sunderland, with concentrations in the city centre. The city also contains a vast range of non-designated heritage assets of predominantly local significance, many of which are closely associated with Sunderland's social and economic history, for instance being representative of its industrial legacy.
- 7.11 The council acknowledges the value and importance of the city's historic environment and recognises that its heritage assets are an irreplaceable resource that must be conserved and sustained into the future in a manner appropriate to their significance. To this end, the City Council will, as a general principle and in accordance with the NPPF, ensure that development affecting heritage assets and their settings will, wherever possible, preserve and enhance the significance of the heritage asset in a manner that is proportionate to the relative importance and nature of the asset. The detail of how this will be achieved is set out within Development Management Policy DM7.
- 7.12 The council also recognises that the historic environment has a fundamental role to play in the on-going regeneration and sustainable future of the city. Indeed, heritage-led regeneration initiatives have in recent years been particularly successful in transforming the built environment and driving forward the revitalisation of parts of the City Centre, most notably Sunniside.

- 7.13 Some of the city's Heritage Assets are at risk, however, especially as a result of the economic downturn in recent times, and this situation is reflective of a wider national problem albeit somewhat more acute within the North East region. The City Council has and will continue to be pro-active in responding to this issue. Addressing Heritage-at-Risk is therefore a key priority of the council and it will focus on working with funding partners such as English Heritage and Heritage Lottery Fund, other partner organisations, property owners and developers, to collaboratively and constructively develop solutions that secure and sustain the future of assets at risk.
- 7.14 The council will also seek to increase its knowledge and understanding of its historic environment, reviewing its local heritage designations, undertaking survey and appraisal work and commissioning specialist studies and research as opportunities arise, with the aim of continually developing its database of heritage assets and potentially making new designations where justified by such work. For instance the council's Heritage Protection Team will continue to produce Conservation Area Character Appraisals and Management Strategies (CAMS) to ensure that all its Conservation Areas are supported by adopted planning guidance, and a robust policy framework and relevant guidance is in place for the protection and stewardship of the city's local historic assets.
- 7.15 The council further acknowledges that the conservation and enhancement of the city's heritage assets should go hand-in-hand with enjoyment of them. The council will therefore continue to promote and raise awareness and appreciation of the city's historic environment and seek to ensure wherever possible that is an accessible resource to be enjoyed by its local communities and visitors alike.

Natural Environment

Green Belt

- 7.16 Although primarily urban in character, 57% of the city is classed as open countryside or green space, nearly 30% percent of which is designated Green Belt that surrounds and separates the main urban areas.
- 7.17 The maintenance of the broad extent of the Green Belt boundaries is an important factor in directing new development to urban areas. A significant amendment to the Green Belt boundary is proposed to accommodate the Strategic Site to the North of Nissan. The release of this site is vital to secure the ongoing development of the city's economy.
- 7.18 The council is currently undertaking a review of the existing Green Belt boundaries to ensure they remain appropriate to meet the city's strategic development needs. The results of this will be consulted upon in Autumn 2013 and will be incorporated into this Core Strategy at the earliest stage. At a more detailed level, this review will also consider minor boundary changes to ensure the Green Belt boundaries remain robust and clearly recognisable. These will be detailed within the emerging Allocations DPD.

Landscape Character and Settlement Breaks

- 7.19 The city has a diverse landscape, encompassing parts of two national landscape character areas, the Durham Magnesian Limestone escarpment and Tyne and Wear lowlands. The protection of the former is now the subject of study through the Limestone Landscape Partnership and also includes the Durham Heritage Coastline and River Wear Estuary. These areas require continued conservation, enhancement and protection where necessary.

7.20 The broad extent of open breaks between settlements will be retained in order to support the development of green infrastructure, focus development on urban areas and to help retain the distinct physical characteristics of local neighbourhoods within the city. The council has undertaken a full review of all of its settlement break boundaries to ensure they are still appropriate and fit for purpose, the findings of which are being consulted upon alongside the Core Strategy Revised Preferred Options and will inform the Allocations DPD. A key amendment proposed is the deletion of the settlement break boundary in South Sunderland to accommodate the proposed Location for Major Development at Burdon Lane. The deletion would facilitate the growth objectives and needs of the city.

Green Infrastructure Corridors and Greenspace

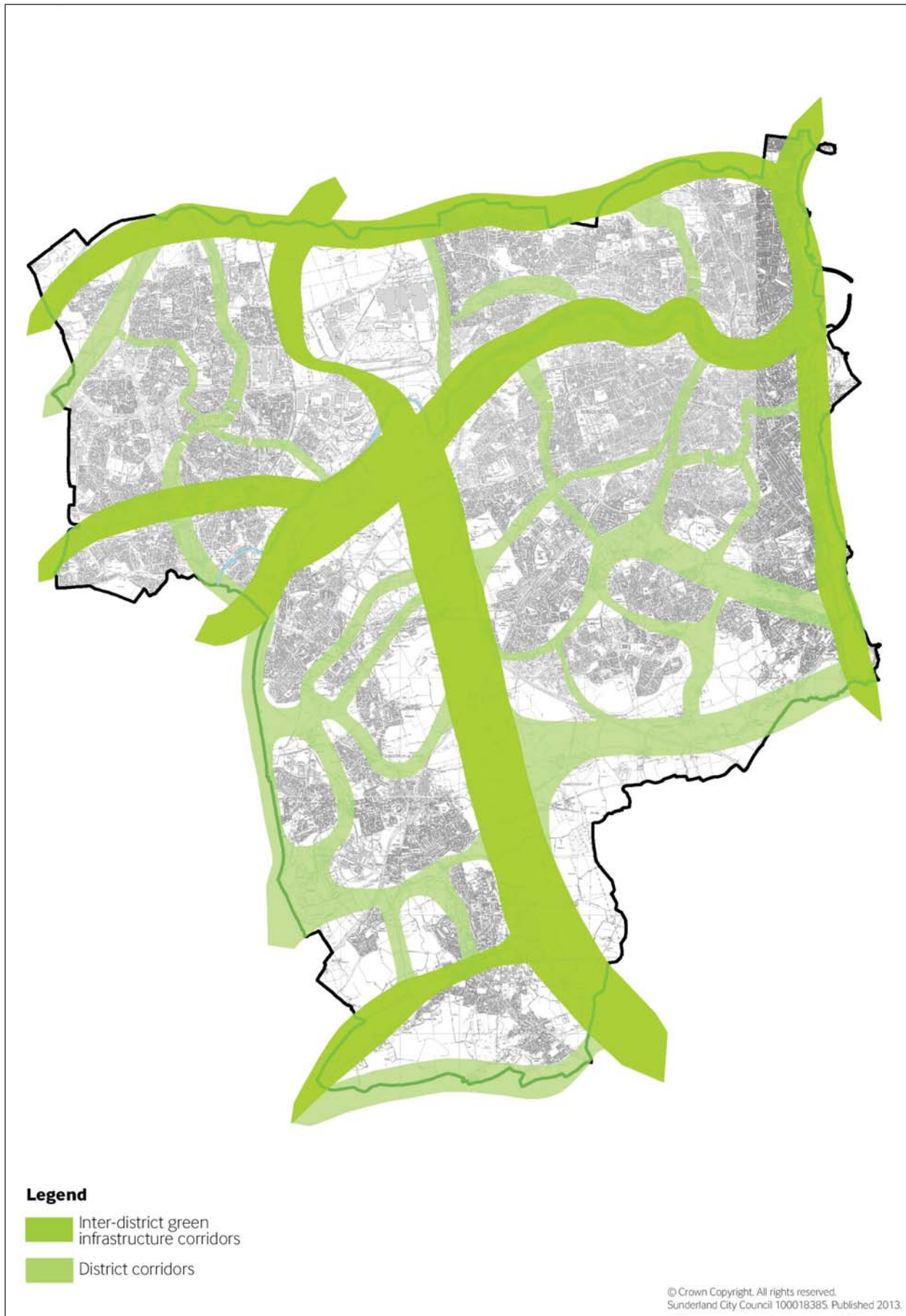
- 7.21 The wide variety, quality and quantity of green infrastructure in Sunderland contributes significantly towards the creation of safer, healthier and more sustainable neighbourhoods, and in turn will protect and improve citizens' health and welfare.
- 7.22 The council seeks to complete an interconnected network of green infrastructure (GI) corridors that enable safe and convenient movement for wildlife, walkers and cyclists. A network of good quality GI can assist the city in meeting several of its spatial objectives by improving land for recreation purposes, improving local access and biodiversity, assist in mitigating against climate change and enable sustainable drainage. A GI Strategy for the city will be developed to support these key objectives.
- 7.23 Six inter-district green infrastructure corridors within the city have been identified (as shown by Figure 7). These corridors will build on the existing network linking the city to the wider region and seek to broaden the range and quality of functions that green infrastructure can bring to the city. Due to the nature of the corridors, which include private as well as public open space, not all will be accessible to the public.
- 7.24 Lower order district corridors that have particular relevance to local communities will also be protected and enhanced. The network of the potential green infrastructure corridors is also shown at Figure 7.
- 7.25 The city contains a wide diversity of green space. Though overall provision of green space has improved over the last 15 years, the spatial distribution and quality of green space available remains varied especially in the older neighbourhoods in and around Central Sunderland. It is therefore important to protect valued green space from adverse development and create and enhance new green space where this will achieve higher quality value and greater distribution.
- 7.26 Through the Green Space Audit which was consulted upon throughout 2012, the council has quantified and surveyed all green space in Sunderland and the value it has to the local community. Responses to the Green Space Audit and previous Core Strategy community engagement suggest that all but some minor areas of amenity space are valued.

Biodiversity

- 7.27 Due to the geology of the city, Sunderland has many sites of botanical interest and a variety of habitats of value to wildlife, including parts of two Natura 2000 sites, the Northumbria Coast Special Protection Area (SPA), which protects species, and the Durham Coast Special Area of Conservation (SAC), which protects habitats. These sites are protected by European Union legislation and the impact of this plan on them has been considered in an 'Appropriate Assessment' in accordance with UK regulations.
- 7.28 There are currently 17 Sites of Special Scientific Interest (SSSIs), 10 of which are identified for both biological and geological or geomorphic value, 68 Local Wildlife Sites and five Local Nature Reserves within the city.

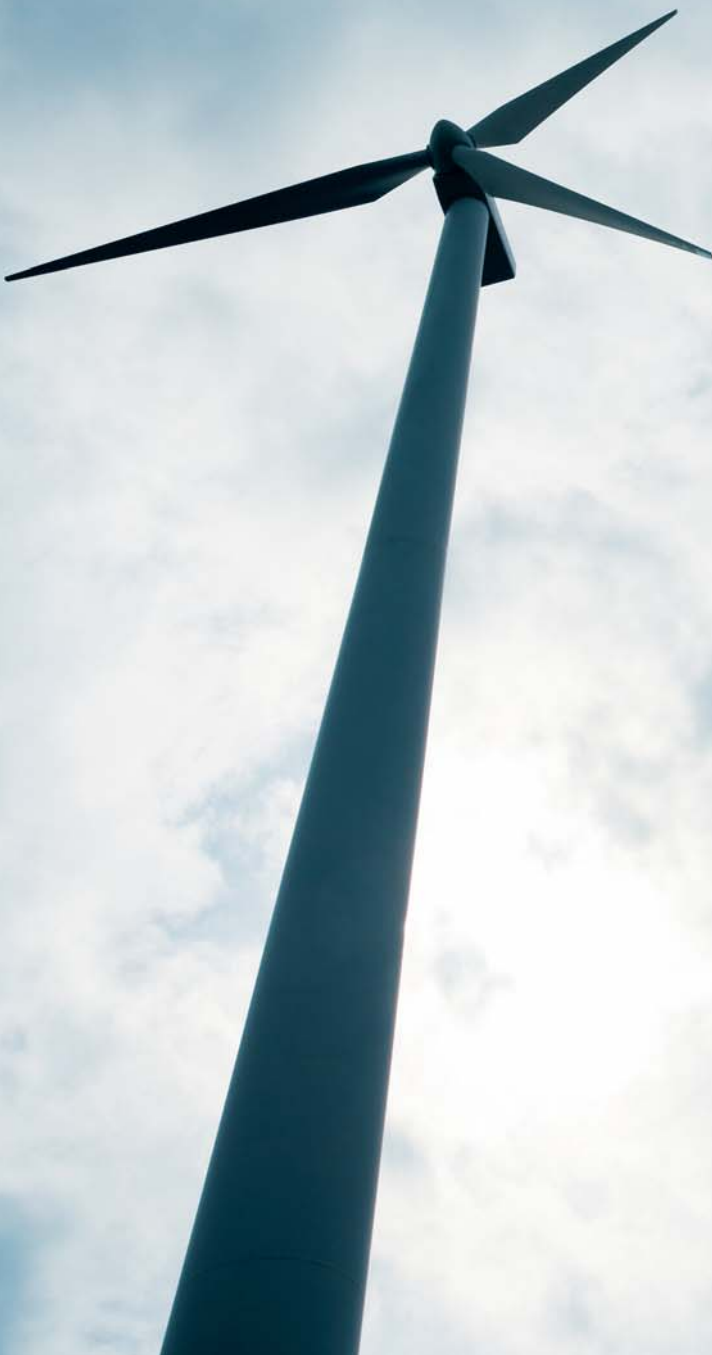
- 7.29 The City Council will continue to work in partnership with the Durham Biodiversity Partnership for the successful delivery of the Durham Biodiversity Action Plan (DBAP) and its key targets. The DBAP will form the primary mechanism for achieving both the UK BAP targets and regional targets, within Sunderland. Local Geodiversity Action Plans are also proposed to set out action to provide a framework for the delivery of geo-conservation.
- 7.30 A full audit of the city's ecology was undertaken in 2011/12 and will be consulted upon shortly. This will inform both this Core Strategy and the emerging Allocations DPD regarding, amongst other matters, the designation of new sites of nature conservation importance and (where necessary) deletion of existing sites.

Figure 13: Proposed Green Infrastructure Corridors



Local Environmental Quality

- 7.31 Sunderland is relatively unique compared to other UK cities in that it contains both a coastline and a major river (River Wear). The coast and river are natural strategic assets for the city contributing to its environmental, social and economic well-being. They have an intrinsic value for the community offering a natural and cultural resource that contribute to the health and well-being of residents and visitors alike and a resource that can help stimulate regeneration.



Chapter 8:

Renewable Energies

- 8.1 Climate change is recognised as one of the most significant threats facing the 21st Century and as such there are unprecedented challenges to the environment, economy and the future security of energy. The impact will be felt through changes in the range and extremes of weather on communities and the natural world, as well as global consequences such as rising sea levels.
- 8.2 The NPPF stipulates that planning should support the transition to a low carbon future and encourage the use of renewable resources through the development of renewable energy in order to deliver the economic, social and environmental dimensions of sustainable development.

Background to Renewable Energies Policy

What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to renewable energies and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

- Support for all types of renewable energy systems, with a slight preference overall for solar energy systems
- Policy should be aligned with the Sunderland Climate Change Action Plan to emphasise role of energy efficiency
- A preference for large wind turbines to be located offshore
- In the occurrence of onshore wind turbine development preference for brownfield land to rural locations, but no preference between having just a few large wind farms, or many sites with fewer, smaller turbines

Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2013) highlighted:-

- That the implementation of this policy provides some support for decentralised, renewable and low carbon energy sources to be delivered, although it is considered that the policy could be strengthened.
- Over the long term, national legislation and guidance may emerge, which would strengthen the targets for carbon emissions reduction. This is likely to increase the impetus for renewable energy developments, which would increase the amount of energy generated from renewable/low-carbon/decentralised sources within the city and make some contribution to reducing emissions from carbon dioxide

The SA suggests a few amendments/suggestions to strengthen the policies. These amendments have been incorporated into this version of the Core Strategy.

Spatial Strategy

- 8.3 The Spatial Strategy set out in Core Strategy Policy CS1 identifies the growth objectives of the city. The sustainable regeneration of the city's economy and the achievement of the growth objectives is a key priority for the City Council. The Sunderland Economic Masterplan will be a key driver in providing a long-term strategy for Sunderland's future economic growth. The Masterplan proposes that, to become more prosperous, Sunderland must focus on a small number of important sectors and on the city centre, and do this by developing a low-carbon economy. The vision is that Sunderland will become 'An entrepreneurial University City at the heart of a low-carbon regional economy'.
- 8.4 The spatial objectives aim to help achieve the spatial vision. A range of planning actions that could bring about the achievement of each objective has also been suggested.

Delivery of Spatial Objective

2. **Climate Change** - Adapt to and minimise the impact of climate change by reducing carbon emissions

Renewable Energies

Policy CS8 - The development of decentralised, renewable and low carbon energy will be supported subject to satisfactory resolution of all site specific constraints.

Decentralised, renewable and low-carbon energy development should be located and designed to avoid significant adverse impacts on landscape, wildlife, heritage assets and amenity.

Appropriate steps should be taken to mitigate any adverse significant impacts, such as noise nuisance, flood risk, shadow flicker and interference with telecommunications, through careful consideration of location, scale, design and other measures.

Consideration will be given to any adverse cumulative impacts of proposals within and outside the city.

- 8.5 The Economic Masterplan (EMP) vision that Sunderland will become 'An entrepreneurial University City at the heart of a low-carbon regional economy', is to be achieved through the successful delivery of priority aims. Aim 2 of the EMP is to establish Sunderland as a leading UK city for low-carbon technology and production and to support the wider region in developing a sustainable, low-carbon economy.
- 8.6 In 2009 Nissan Sunderland announced future investment to pioneer electric vehicle battery production, just as the Government announced that the UK's Low Carbon Economic Area for Ultra Low Carbon Vehicles would be centered on Sunderland. This provides Sunderland with the opportunity to place itself at the front of a highly significant national policy, where it will attract attention, recognition and the prospect of international investment. This is an opportunity to present the city as a national exemplar, promoting showcase projects including electric vehicles, carbon-efficient technologies and low-carbon lifestyles.
- 8.7 As is apparent, Sunderland is committed to playing its part in tackling climate change in helping to achieve the national target to cut carbon dioxide emissions by 80% by 2050. Sunderland Partnership and Sunderland City Council recognise that climate change is one of the greatest environmental challenges facing the world today. Sunderland's Climate Change Action Plan sets out how the city is going to reduce its energy consumption, emissions of carbon dioxide (CO₂) and other greenhouse gases, which are known to be the main cause of climate change. The Plan outlines a number of priority actions including improving transport infrastructure to create greener, cleaner and healthier transport.

- 8.8 In addition, Sunderland has joined other European cities in pledging to reduce carbon emissions by 20% by 2020. Sunderland has signed up to the European Union's Covenant of Mayors. The Covenant offers a permanent network of major European cities which, through sharing ideas and strategies, will work together to create the energy efficient, low carbon cities that are needed if the EU is to be successful in tackling climate change.
- 8.9 Supporting renewable and low-carbon decentralised energy schemes is an important component of meeting carbon reduction targets. Renewable energy generators are already an important component of energy use in the city with 10 wind turbines at Nissan providing 6.6MW and a windfarm at Great Eppleton Farm with 4 wind turbines providing 12MW. The city also accommodates a number of smaller renewable energy generators including wind turbines, pvc cells, and biomass.
- 8.10 The development of most standalone renewable energy installations will require careful consideration due to their potential visual and landscape impacts, especially in areas of high landscape value. The size, location and design of renewable energy schemes should be informed by a landscape character assessment, alongside other key environmental issues. Applications for renewable energy development will be considered against Development Management Policy DM8.
- 8.11 Further studies are required to understand the scope for further renewable development in the future. The Regional Renewable Energy Strategy (2005) identified that wave, offshore wind, solar, tidal and geothermal resources are not viable renewable energy technologies on a large scale in Sunderland.
- 8.12 In addition, there may be limitations for future wind turbine development within the Coalfield area. A report produced for the North East Regional Assembly; Wind Farm Development and Landscape Capacity Studies: East Durham Limestone and Tees Plain, 2008, identifies the Coalfield to be of medium to high sensitivity with regards to further wind farm development, due to the landscape impact of existing turbines at Great Eppleton and High Sharpley upon the Magnesian Limestone Escarpment.
- 8.13 The council is in the process of procuring consults to undertake a feasibility study to identify broad locations for future renewable energy development and the feasibility of decentralised energy in the city, the findings of which will inform future drafts of the Core Strategy.



Chapter 9:

Waste Management

Introduction

- 9.1 The NPPF does not specifically address waste. Planning Policy Statement 10 “Planning for Sustainable Waste Management” still remains in force. Updated national waste policies are awaited from the new National Waste Management Plan for England. Notwithstanding the lack of up-to-date guidance, waste management is undergoing a period of significant change which will see a reduction in waste generated and more sustainable forms of management in order to meet challenging targets for waste reduction, recovery and recycling/composting facilities.

Background to the Waste Policies

What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to waste and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

- The use of recycled materials in new development should be encouraged
- Waste management industries for the treatment of residual household waste should be encouraged
- Recycling industries should be encouraged to locate in the city

Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2013) highlighted:-

- The implementation of this policy would positively contribute towards managing waste through the waste hierarchy, helping to reduce waste production, increase recycling and reduce the amount of waste disposed of in landfill

The SA suggests a few amendments/suggestions to strengthen the waste policies. The suggested amendments have been incorporated into this Core Strategy policy

Spatial Strategy

- 9.2 The Spatial Strategy set out in Core Strategy Policy CS1 identifies the growth objectives of the city. But growth cannot occur alone. Development must be planned for alongside all necessary supporting infrastructure, including waste management.

Delivery of Spatial Objectives

9. **Waste and recycling** - To increase the reuse and recycling of 'waste' in line with sub-regional responsibilities and plan for the most sustainable way of disposing of the remainder.

Waste Management

Policy CS9 - The City Council will ensure the sustainable management of waste in Sunderland by:-

- a) Managing waste through the waste hierarchy, in sequential order. Waste should only be disposed of in landfill if there are no other waste management solutions
- b) Supporting delivery of the South Tyne and Wear Joint Municipal Waste Management Strategy
- c) Facilitating the development of a network of small scale local waste management facilities in accessible locations, and effective methods of waste management such as suitable facilities to separate or store different types of waste, including materials that are required to be separated for kerbside collection schemes
- d) Ensuring new waste developments are located and designed to avoid significant adverse impacts on landscape, wildlife, heritage assets and amenity
- e) Allocating land as necessary for waste management facilities, to meet identified local and regional requirements

- 9.3 The Government's objective is to protect the environment and human health by producing less waste and using it as a resource wherever possible. This means reducing the dependence on landfill and diverting waste to more sustainable methods of waste management.
- 9.4 Driven by European legislation and established targets, there is now a requirement to reduce the amount of waste generated, increase the levels of waste diverted away from landfill, and recycle more waste. This approach to sustainable waste management reflects the waste hierarchy, setting out the order in which options for waste management should be considered on environmental impact. The hierarchy gives priority to the following waste management solutions:
- Waste prevention
 - Preparing for re-use
 - Recycling
 - Other types of recovery (including energy recover)
 - Disposal (e.g. landfill).
- 9.5 The aim is to recycle 50% of waste from household by 2020 under the EU Waste Framework Directive and to recover 70% of construction and demolition waste by 2020.
- 9.6 Sunderland has progressed a joint approach to the procurement of waste services, along with the councils of South Tyneside and Gateshead, known as the "South Tyne and Wear Waste Management Partnership" (STWWMP). Guided by the joint waste strategy, the partnership has developed a longer-term strategic solution for the treatment and disposal of residual municipal waste. A contract has been secured for the city's residual municipal waste to be treated at a new Energy from Waste Facility at Haverton Hill in Teesside.

- 9.7 The contract involves building an Energy from Waste facility which will burn the waste to create electricity. The plant will be able to deal with up to 256,000 tonnes of waste each and capable of exporting 18.84MW electricity to the national grid. The facility will be supported by a Visitor and Education Centre at Gateshead's waste transfer facility, which is located within Sunderland's boundary at the Campground site in Springwell. A new waste transfer facility station has been granted consent and will be developed at Jack Crawford House depot, in Hendon.
- 9.8 In 2012 a forecasting exercise was commissioned by the North East local authorities to gain an understanding of commercial and industrial waste arisings up to 2030. Although the main focus of the study was commercial and industrial waste, as so many key facilities in North East England process waste from both municipal (i.e. household) and commercial and industrial (i.e. business) sources, a precise forecast of free capacities required the need to consider municipal waste arisings too.
- 9.9 The tables below provide further information on the findings of the Study. The findings are based upon the achievement of statutory targets. Alternative scenarios were also developed which modelled increased recycling and landfill diversion targets. These show more positive outcomes, so the findings below are a worst case scenario. The alternative scenarios are discussed in the Urban Mines Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning Authorities 2012.

Table 2: Existing Waste Infrastructure facilities in Sunderland

Site Type	Not Operational (tonnes per annum)	Operational (tonnes per annum)	Total Capacity (tonnes per annum)
Co-Disposal Landfill		500,000	500,000
Haz Transfer Station		1,186,541	1,186,541
Household Waste Recycling Centres		61,499	61,499
Inert Landfill		150,000	150,000
Inert transfer station		999,999	999,999
Metal Recycling and End of Life Vehicles	7,498	174,003	181,501
Material Recycling Facilities (MRF)	6,900	629,998	636,898
Non-Haz Landfill	450,000	695,170	1,145,170
Non- Haz Waste Transfer Station	0	1,982,452	1,982,452
Treatment		74,999	74,999
Grand Total	464,398	6,454,661	6,919,059

Capacity is EA licensed capacity
Source: Environment Agency

Table 3: Projected Non-Hazardous Waste Arisings & Capacity Gaps

	Total Arisings	Capacity Gap	Excluding Houghton Landfill
2012	328,169	+69,000	+69,000
2022	344,531	+166,000	- 84,000
2030	350,566	- 86,000	- 86,000

Source: Urban Mines (Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning Authorities), 2012

- 9.10 With considerable local landfill capacity and access to the new energy from waste plant at Haverton Hill in Tees Valley, residual waste capacity exceed arisings until 2029, although there is still energy recovery shortfall attributed to commercial & industrial generated waste.
- 9.11 However, the owners of Houghton Landfill are considering closing the landfill in the near future and a planning application is currently being considered for alternative uses; B2/B8 economic development. Modelling requirements without the Houghton Landfill extension shows a significant shortfall in available local landfill capacity of some 80,000 tonnes. Currently none of Sunderland's Municipal Solid Waste goes into Houghton Landfill. The closure of Houghton Landfill is more likely to have a sub-regional and regional impact than at a local level.
- 9.12 With the move to drive waste management up the waste hierarchy, the intention is not to provide additional landfill capacity within the city during the plan period but to look at alternative methods for managing waste. Development Management Policy DM9.1 provides further details on the criteria to be used in both allocating appropriate sites (through the Allocations DPD) and to determine planning applications for future waste facilities, including strategic waste facilities.

Table 4: Projected Hazardous Waste Arisings & Capacity Gaps

	Total Arisings	Capacity Gap
2012	6,340	0
2022	6,146	0
2030	5,973	0

Source: Urban Mines (Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning Authorities), 2012

- 9.13 Hazardous Waste arisings (not including waste water and related treatment) are some 6,000 tonnes per annum, which is not expected to change significantly over the forecast period. This compares to a local hazardous transfer capacity of some 1.2 million tonnes annually (2010 figures). Although there is no hazardous landfill capacity in the city, there is considerable capacity in nationally significant sites in the Tees Valley sub-region, and at a regional scale there appears to be significant hazardous waste treatment and landfill overcapacity.

Table 5: Organic Waste Arisings & Capacity Gaps

	Total Arisings	Capacity Gap
2012	28,000	0
2022	47,000	0
2030	49,000	0

Source: Urban Mines (Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning Authorities), 2012

- 9.14 Forecasting shows that some 28,000 tonnes of segregated organic waste is produced in Sunderland at present; this is likely to increase to some 49,000 tonnes by the end of the plan period.
- 9.15 Comparing likely arisings to local capacities, there is no significant existing or planned organic recycling capacity, in windrow composting or anaerobic capacity in the city. A Materials Recycling Facility in Washington, provided and operated by the council's contractor and transfer station in Birtley, currently takes Sunderland's garden waste for onward transportation to a Green Waste Composting Facility outside the city. There may be opportunities for the development of suitably located organic recycling facilities, subject to satisfying Development Management Policy DM9.1
- 9.16 There is limited information on low level radioactive waste arisings; as such a Low Level Radioactive Waste Study is presently underway with most of the Local Authorities in the region. Once finalised, the outcome of this work will be reflected in the Core Strategy.



Chapter 10:

Minerals

Introduction

- 10.1 The NPPF recognises that minerals are essential to support sustainable economic growth and our quality of life. It is necessary to ensure that there is a sufficient supply of minerals to provide the infrastructure, buildings, energy and goods that the area needs. Since minerals are a finite natural resource, and can only be worked where they are found, it is important to make best use of them to secure their long-term conservation.
- 10.2 Sunderland possesses a variety of valuable minerals resources including Permian yellow sand and crushed rock which play a part in meeting local, regional and national requirement.

Background to the Mineral Policies

What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to minerals and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

- Mineral extraction should be restricted to the most suitable sites, especially where minerals can be transported by rail or water
- The impact on SSSIs and priority habitats must be assessed in relation to the broad locations for Minerals Safeguarding Areas

Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2013) highlighted:-

- The extraction of minerals would have a range of positive impacts by contributing to economic growth (through provision of building materials) and local employment in the mineral sector. The policy seeks to address any adverse social, economic or environmental impacts which may be a by-product of this industry
- The demand for minerals is likely to increase as development pressures rise and recycled materials become scarcer. This is likely to place more pressure on the mineral resources located within Sunderland. Restoration schemes of previously used sites should mature and have a positive impact on landscape/green infrastructure and biodiversity

The SA suggests a few amendments/suggestions to strengthen the policy. These have been incorporated into this Core Strategy policy.

Spatial Strategy

- 10.3 The Spatial Strategy set out in Core Strategy Policy CS1 identifies the growth objectives of the city, but growth requires building materials for the development of the new homes, offices, schools, roads required to deliver this proposed growth.

Delivery of Spatial Objectives

12. **Minerals** - To manage the city's mineral resources ensuring the maintenance of appropriate reserves to meet the future needs of the community whilst making sure that environmental impacts are properly considered.

Minerals

CS10 - The City Council will ensure that mineral resources in the city are properly managed by:-

- a) Ensuring an appropriate contribution is made to the national and regional needs for minerals, in ways which conserve and enhance the quality of the natural and historic environment and the quality of life for existing and future generations, in accordance with the principles of sustainability
- b) Identifying Mineral Safeguarding Areas (MSAs) around mineral deposits that are considered to be of current or future economic importance in the broad locations of Eppleton, Great Eppleton, Pittington Hill, Warden Law and Springwell to safeguard the deposits against unnecessary sterilisation by development
- c) Assessing proposals for non-energy mineral extraction both individually and cumulatively, in terms of contribution to targets, and the social, environmental and economic impacts arising

- 10.4 Minerals are a finite resource and can only be worked where they exist. Sunderland's main contribution to meeting local, regional and national requirements in the last decade has been in providing Permian yellow sand and crushed rock from quarries on the Magnesian Limestone Escarpment.
- 10.5 Sunderland currently has two operational quarries extracting aggregates, at Hetton Moor House Farm and Eppleton. There is no longer any coal extraction in the city and no new sites for aggregate extraction have been identified.
- 10.6 Revised national and regional guidelines for the provision of aggregates in England 2005 to 2020 were published in June 2009. The guidelines for the provision of land-won aggregates from North East England over this period are 24 million tonnes of sand and gravel and 99 million tonnes of crushed rock. A sub regional apportionment has been established through technical work undertaken by the North East Aggregates Working Party (NERAWP). The Tyne & Wear Sub-region (including Gateshead, South Tyneside and Sunderland) must retain a land bank of planning permissions sufficient to deliver approximately 3.1 million tonnes of sand and gravel and 3 million tonnes of crushed rock over the period to 2020.
- 10.7 Based on the latest Regional Aggregate Working Party annual report 2008, and the recent approval (subject to the signing of section 106's) for the extension of Eppleton Quarry, the Tyne & Wear Sub-region exceeds the NERAWP apportionment requirements for both crushed rock and sand and gravel extraction.

- 10.8 The NPPF requires local authorities to undertake an annual Local Aggregate Assessment (LAA), either individually or jointly with neighbouring authorities. The LAA is an assessment of supply options and a rolling average 10 years sales data and other relevant local information. County Durham, Northumberland and the Tyne & Wear authorities are producing a joint LAA, the findings of which will inform future drafts of the Core Strategy.
- 10.9 Mineral Safeguarding Areas (MSAs) are defined for mineral reserves that are considered to be of current or future economic importance. These are shown on the key diagram. The purpose of MSAs is to ensure that mineral resources are adequately taken into account in all spatial planning decisions. They do not automatically preclude other forms of development taking place, but highlight the presence of an economically viable mineral so that it is considered, and not unknowingly or needlessly sterilised.
- 10.10 Surface coal resources are present across roughly the western half of Sunderland, defined on the key diagram. It is necessary to ensure that coal resources are not unduly sterilised by new development. In instances where this may be the case, the Coal Authority may seek prior extraction of the coal. Developers should liaise with the Coal Authority when proposing developments within Coal Safeguarding Areas.
- 10.11 Mineral extraction has been one of the most significant activities shaping the development of the city over the past two centuries. Consequently, there are approximately 290 recorded mine entries listed in the city, potentially resulting in land instability. It is important that new development does not lead to future public safety hazards. Where required, developers should carry out site investigations and where necessary mitigate and encapsulate on site.
- 10.12 Development Management Policy DM10.1 sets out the criteria by which proposals for mineral extraction should be considered, to ensure that environmental, social and economic issues and impacts are fully considered and where adverse affects are identified, they are effectively managed and mitigated.



Chapter 11:

Infrastructure/Developer Contribution

Introduction

- 11.1 The NPPF recognises that new housing, employment or other development alone, do not create sustainable communities; there is a need to provide supporting infrastructure including utilities, transport, schools, health, leisure services and energy. Improving the provision of local infrastructure is essential to the creation of thriving, healthy, sustainable communities.
- 11.2 Sunderland's future sustainable growth and development depends on the timely funding and delivery of supporting infrastructure that reflects the scale and type of development and the needs in the locality; without it, new development maybe delayed and/or there could be unacceptable adverse social, economic or environmental impacts on existing infrastructure.

Background to the Infrastructure/Developer Contribution Policy

What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to Infrastructure/Developer Contributions and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

- That planning gain has been focused on only certain issues and that these need to be more specific to the needs and requirements of the local area where sites are to be developed
- Contributions should be tightened up especially with regards to affordable housing
- Flexibility in policy wording is needed to allow for site-by-site negotiations where site-specific constraints exist

Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2013) highlighted:-

- That the policy will encourage inclusive, well planned, well designed, well built and well run communities across the city

The SA suggests a few amendments/suggestions to strengthen the policy: These have been incorporated into this Core Strategy policy.

Spatial Strategy

- 11.3 The Spatial Strategy set out in Core Strategy Policy CS1 identifies the growth objectives of the city and the spatial distribution of future development. As established, growth/development is dependant upon infrastructure to meet the needs of the existing community and new population.
- 11.4 The spatial objectives aim to help achieve the spatial vision. A range of planning actions that could bring about the achievement of each objective has also been suggested.

Delivery of Spatial Objectives

4. **Housing - Provide** enough land to meet the city's housing requirement and ensure a range and choice of housing types and tenures including increased provision of affordable and executive homes.
5. **Accessibility** - Implement sustainable transport solutions that enhance the city's profile, its economic competitiveness and achieve low-carbon outcomes whilst enhancing accessibility for all to a full range of facilities and jobs and reducing dependency on the car. To implement traffic management measures to manage congestion and associated environmental and health impacts of traffic.
6. **Green Infrastructure** - Protect the city's biodiversity, geological resource, countryside and landscapes, including the River Wear, the coast and the Magnesian Limestone Escarpment and seek opportunities to enhance that resource where possible, whilst ensuring that all homes have good access to a range of interlinked green infrastructure.
7. **Neighbourhoods and Communities** - Develop cohesive, inclusive and attractive sustainable communities and neighbourhoods that are well integrated with schools, shops, services, facilities and open space whilst ensuring that the diverse needs of the city's different communities are met.

Infrastructure/Developer Contributions

CS11 - The City Council will ensure new developments:-

- a) Do not adversely impact on the city's existing infrastructure
- b) Provide appropriate additional physical and social infrastructure where necessary, to serve the needs arising from development.
- c) Enhance infrastructure by contributing to services and facilities where necessary, to serve the needs of the development

Contributions that may be required include the following:-

- i. open space and recreation (including leisure and sports facilities)
- ii. strategic green infrastructure and biodiversity enhancement/mitigation
- iii. transport (including footpaths, bridleways, cycleways, highways, public transport, car parks and travel planning)
- iv. community facilities (including meeting halls, youth activities, play facilities, library and information services, cultural facilities and places of worship)
- v. employment, Training and Enterprise and Targeted Recruitment

- vi. education, health and social care and community safety
- vii. enhancement of historic environment
- viii. utilities infrastructure and renewable energy
- ix. emergency and essential services
- x. environmental improvements
- xi. drainage/flood prevention and protection
- xii. waste recycling facilities
- xiii. public art and heritage

- 11.5 The Core Strategy is seen as a means of orchestrating the necessary social, physical and green infrastructure required to ensure sustainable communities are created.
- 11.6 The delivery of planned growth set out within the Core Strategy is dependent upon the availability of infrastructure to support it. The council is committed to implementing a Community Infrastructure Levy alongside the Core Strategy, as such strategic infrastructure improvements will potentially be provided through the Community Infrastructure Levy. However, where localised infrastructure improvements, such as open space and community facilities are required to serve the new and existing population, the council will expect them to be provided as part of proposals through Section 106 agreements or conditions.



Chapter 12:

Plan, Monitor, Manage

Introduction

- 12.1 National planning policy requires that plans should be deliverable over the plan period. In other words, they should not contain a 'wish list' of matters councils would like to see come forward, irrespective of whether there is a realistic chance of them being delivered.
- 12.2 A central objective of national policy is to proactively drive forward and support sustainable economic development to deliver the homes, businesses and infrastructure that the country requires. Of particular note are the requirements for councils to, among other things:
- Maintain a rolling 5 year supply of deliverable housing land
 - Keep under review the changing requirements and demands of the business community in terms of the scale, type and location of land to accommodate their requirements
 - Monitor the changing and emerging demands of local communities in terms of the type, size and tenure of new development required.

Plan, Monitor and Manage

Policy CS12 - Compliance with the policies and allocations will be continuously monitored throughout the plan period via Annual Monitoring Reports. Should this demonstrate that policies and allocations are not being achieved, the following mechanisms will be triggered:-

- a) Review of relevant supply of development related allocations;
- b) Review of relevant policies.

Should at any time the above mechanisms be triggered the following actions will be used to assist in the delivery of policies and allocations, where relevant:-

- i. Consider the potential for surplus/undervalued open space as an outcome of the Greenspace Audit and Report
- ii. Consider the potential for surplus employment land through future reviews of the city's employment land portfolio
- iii. Bring forward the phased release of council owned land, and where relevant at a value which is 'Less than Best' where it would deliver real regeneration benefits to the city and to that locality
- iv. The selective use of Compulsory Purchase Powers and/or land acquisition to assemble land suitable for the market place to meet any shortfalls in supply
- v. Review and reprioritise its heads of terms for securing developer contributions as detailed in Policy DM10 to ensure proposals remain viable
- vi. Where major sites require significant levels of reclamation the City Council will consider a partnership agreement to bring a site to a stage where it becomes viable for development
- vii. Supporting bids for Public Sector Funding through partnership work

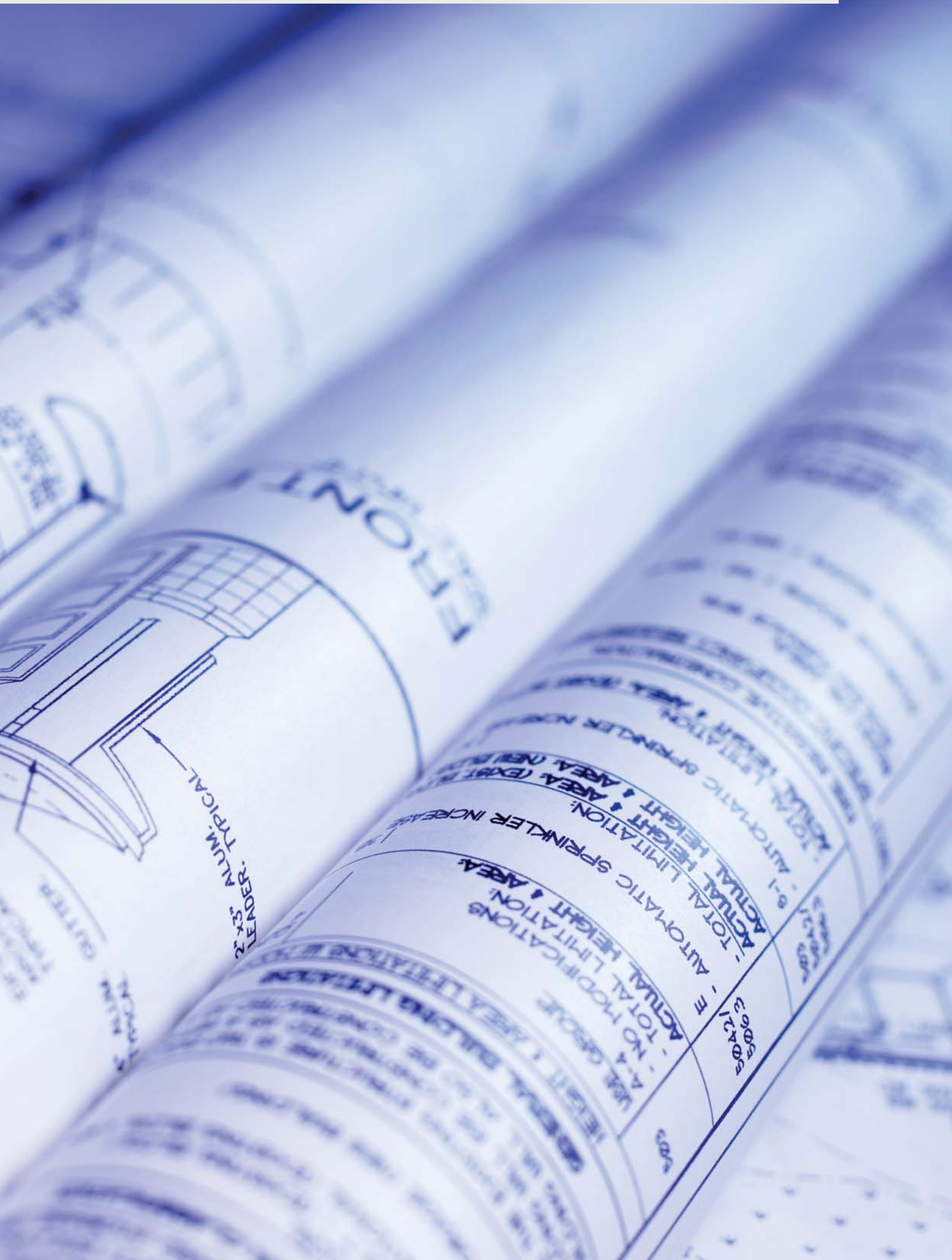
- viii. Working with the relevant agencies and utility providers to secure the timely provision of infrastructure
- ix. Review internal working practices such as the pre-application or development management processes
- x. Regularly assess the needs and demands of the development industry, residents and partners
- xi. Consider the preparation of supplementary planning documents to provide clearer guidance as to how the relevant policies should be implemented
- xii. Through both the plan making and development management functions, continue to work with adjacent councils and agencies to consider and deliver the cross boundary development needs and infrastructure requirements
- xiii. Consider the pooling of assets (be it land or money) in partnership with other agencies to facilitate the delivery of key sites

In accordance with Policy CS1, should there fail to be a five-year housing land supply at any time, the City Council in consultation with partners and developers will seek to bring forward additional suitable housing land and boost housing delivery, through the above actions and the following management actions :-

- i. Establish an agreed process with developers, landowners and agents by which the SHLAA process can provide a 'real time' position on the city's housing land supply position rather than relying on an annual review
- ii. Sites within the subsequent 6-10 year period of the SHLAA which do not adversely affect the achievement of other aspects of the Core Strategy will be advanced into the 5 year land supply
- iii. Respond to changing demands in house types, in relation to densities
- iv. Consider bringing forward suitably identified greenfield sites where they can help subsidise bringing forward the delivery of previously developed land

- 12.3 The spatial objectives and policies of this Plan will be delivered through coordinated working with a wide range of organisations from the public, private and third sector. The public sector (such as Government agencies, the public transport providers, the NHS Teaching and Primary Care Trust, the water, electricity, gas and telecommunications industries) will play an important role in the delivery of the Plan. Rationalisation of public sector assets to maximise their effective and efficient use is expected to continue over the coming years. This will include the disposal of assets for alternative uses or co-location for the efficient use of land.
- 12.4 It is also envisaged that significant investment would come from the private sector (such as through house building companies, developers, retailers and businesses) through direct investment in land and buildings and developer contributions towards infrastructure delivery.
- 12.5 The council is working towards the comprehensive delivery of the policies and proposals of the Core Strategy. Presently, there is no reason to believe that these will not be implemented in full. However, it is accepted that there are circumstances beyond the council's control where development may fail to come forward for a number of reasons.

- 12.6 Accordingly, the Core Strategy and its subordinate development plan documents must be flexible and robust enough to respond to changing needs and circumstances. This is particularly relevant given the current domestic and wider recessionary pressures affecting the ability of the private sector to deliver. This is equally pressing within the public and voluntary sector as a result of the Government imposed austerity measures. As such, where the council is able to use its influence and power to enable delivery of the proposals and policies, it will do so.
- 12.7 Policy CS12 sets out a range of measures that are available to the council that it can utilise not just in response to a potential situation where a specific part(s) of the plan appears to falter, but also to directly pump-prime and where necessary accelerate delivery. These measures can call on the council's role:
- As the statutory local planning authority both in terms of the processes by which proposals are determined but also how it responds to changing circumstances through the development plan making process
 - As land owner in terms of how and when it disposes of its land and buildings, but also where it may directly intervene to purchase land
 - As enabler and facilitator where it can influence the investment programmes of key infrastructure delivery agencies (through the Infrastructure Delivery Plan) that will be essential for the effective delivery of proposals or through the direct delivery of new capital projects.
- 12.8 The Core Strategy has an in-built mechanism to 'plan, monitor and manage' the delivery of its policies and proposals through the Annual Monitoring Report (AMR). This chapter sets out the range of targets for each policy alongside a range of contingency measures that may be employed to bring to the Plan in the event that it needs to respond to changing circumstances.



Development Management Policies

1. The following Development Management policies provide further detail on the implementation and application of the Spatial Strategy and Core Strategy Planning Policies in Part 1 of this plan. The policies provide finer policy detail and are particularly relevant in the determination of planning applications.
2. All planning applications to be assessed will be done so against the NPPF, Core Strategy policies contained within this plan and the Development policies of Part 2 of the Plan.
3. In addition to the Development Management Policies, there will be a suite of other DPDs and Supplementary Planning Documents and Design Guidance Notes within the Council's Local Plan to provide more detailed guidance to assist in the design rationale of schemes and the determination of planning applications.
4. All planning applications submitted to the Council must meet the requirements of the Council's adopted Validation Checklist with regard to the information and plans required to support the application. Applications that do not meet these requirements will not be registered for consideration. The validation checklist can be viewed on the Council's web-site.
5. Where necessary the council will apply relevant conditions/legal agreements to applications to ensure a scheme's acceptability.

Drafting of Development Management Policies

6. This is the first time that development management policies have been consulted upon, so the wording contained in this document should not be treated as finalised. Future drafts of the development management policies will be shaped by comments received through the consultation process and will include additional explanatory text to assist with context and definitions.
7. A sustainability appraisal (SA) of the Development Management policies has been carried out and where necessary suggestions/amendments have been incorporated into the respective policies. The SA is available separately.



Chapter 13:

Promoting Sustainable Development Patterns

Presumption in Favour of Sustainable Development

Policy DM1.1 - When considering development proposals the City Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. The City Council will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Plan (and, where relevant, with policies contained within other Development Plan Documents or neighbourhood plans) will be approved, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the City Council will grant permission unless material considerations indicate otherwise – taking into account whether:-

- a. Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- b. Specific policies in that Framework indicate that development should be restricted.

Alternative Approaches

The policy reiterates national policy approach set out in NPPF. It replicates the required 'model' policy developed by the Planning Inspectorate which it requires to be included within new Development Plans. There is no reasonable alternative.

- 13.1 A presumption in favour of sustainable development is now enshrined in national planning policy. When considering development proposals the council will take a positive approach that reflects this presumption.
- 13.2 Development and economic growth, though desirable and necessary, is not sustainable in itself. There are three dimensions to sustainable development; the community/society, the environment and the economy. Sustainable development can only be achieved when all three aspects are considered together consistently and are given equal weight.
- 13.3 The Council will work proactively and positively with prospective developers, businesses, community representatives and local stakeholders to negotiate and bring forward quality development solutions which mean that proposals can be approved wherever possible, and which will maximise sustainable economic, environmental and social benefits for city.

Sustainable Development

Policy DM1.2 - The council will actively support development proposals on appropriate brownfield sites within the urban area, sustainable brownfield sites being the priority over Greenfield sites.

All sites should be in locations that are sustainable, or will be, and well related to homes, jobs and services by all modes of transport, particularly public transport, walking and cycling having regard to other relevant policies within the Local Plan. Development proposals on sites that are not or cannot be made sustainable will not be permitted.

Alternative Approaches

The policy reflects messages within the NPPF in terms of the presumption in favour of sustainable development, promoting the vitality of the main urban area and encouraging effective use of land by reusing land that has been previously developed. There is no reasonable alternative

- 13.4 The policy advocates a presumption in favour of developing on sites which are brownfield and located within the Urban Area, recognising the need to make the best use of land and optimise the development of previously developed land.
- 13.5 The council recognises that to achieve the growth aspirations of the city there will be a need to consider greenfield sites. As with brownfield sites the emphasis is on sustainable sites or sites which can be made sustainable, which are considered deliverable. Notwithstanding this, the development of sustainably located PDL and buildings should continue to take priority over greenfield land.

Chapter 14:

Strategic Sites and Locations for Major Development

Strategic Sites & Locations for Major Development

Strategic Sites

Policy DM2.1 - Development proposals for the Strategic Sites must be supported by either a masterplan or development framework, which includes a delivery strategy. Development Proposals must:-

- a) provide the appropriate level of physical, social, health, green and transport infrastructure necessary, to achieve a sustainable development and create a sense of 'place'; and
- b) have regard to all policies within this document
- c) demonstrate through the use of detailed drawings and a written statement how they have successfully addressed the elements of the site and its surroundings, including:-
 - i. urban form, such as building lines, frontages, plot sizes and patterns, building heights, storey heights and massing
 - ii. architectural quality, such as colour, type, source and texture of detailing and materials used
 - iii. natural features, such as topography, trees, boundary treatments, planting and biodiversity
 - iv. visual context, such as location and scale of landmarks, strategic and local and other site specific views

Locations for Major Development

Policy DM2.2 - LMDs will be defined and allocated through the Allocations DPD. Should an LMD come forward in advance of this document, proposals will be considered against policies within the NPPF, the saved Unitary Development Plan, the emerging Development Plan and the criteria set out for Strategic Sites.

Alternative Approaches

Policy establishes main requirements underpinning development of these sites. **There is no reasonable alternative.**

- 14.1 Strategic sites by their nature will involve major development or redevelopment; as such proposals must be planned in a comprehensive manner and considered in line with Policy DM 7.1, which should be detailed through the preparation of a masterplan or development framework. The inclusion of a delivery strategy within the masterplan/framework will allow for a managed approach to the development process and for the development to be

planned in a comprehensive way. The strategy should include details of timescales in relation to site preparation, development and the delivery of supporting infrastructure.

- 14.2 The preparation of a master plan/development framework for these sites ensures all aspects of development are considered and encompassed into the proposals to achieve a sustainable development and create a sense of place.

Chapter 15:

Economic Development

Development within Employment Areas

Primary Employment Areas

Policy DM3.1 - Within Primary Employment Areas the City Council will safeguard, promote and manage land and premises for employment uses falling within the B use classes that is Business (B1), General Industrial (B2) and Storage and Distribution (B8) uses.

Ancillary Uses

Within these areas proposals for new development and changes of use for developments not within the B use classes will not normally be permitted. The only exceptions to this will be proposals for small scale ancillary uses where these can be shown to genuinely support, maintain or enhance the business and employment function of the area. These could include:-

- i. Shops (A1) including sandwich bars
- ii. Cafes (A3) including snack bars and cafes

The maximum permitted floorspace for individual ancillary units will be 50sqm. The number and massing of units will be carefully considered to avoid an over-dominance that might affect the function and appearance of the area. If considered necessary, conditions will be imposed to prevent the further change of use of units.

Other Uses

Other acceptable or appropriate uses might include:-

- i. Training centres (D1)
- ii. Crèches/day nurseries (D1)
- iii. Gymnasiums (D2)

Other uses will be considered on their merits.

In all cases all new uses must:-

- a. be of a type, scale and appearance compatible with the established character and function of the Primary Employment Area;
- b. not adversely prejudice the day-to-day operation of the Primary Employment Area through traffic generation or pedestrian movement;
- c. not – with other similar uses - constitute a significant dilution of the business use on the area.

Key Employment Areas

Policy DM3.2 - The release of vacant land or premises within designated Key Employment Areas to uses outside the B-classes referred to in policy DM3.1 will only be considered acceptable where it can be demonstrated that:-

- a. The Council's most up-to-date employment land assessment(s) recommends their release for another purpose; and
- b. The integrity, function and operation of the remaining Key Employment Area for employment purposes is not adversely affected;
- c. The land or building is no longer needed for employment uses, and has this been evidenced through the provision of a local (or, where appropriate, strategic) assessment of demand;
- d. It can be demonstrated to the City Council's satisfaction that a site is no longer viable or capable of accommodating economic development uses (e.g. due to its location or for reasons of development viability);
- e. The site has been unused for employment uses for at least a year, despite having been properly marketed on reasonable terms in accordance with DM3.3;
- f. The current employment use (if one remains) is moving to an alternative accessible and otherwise suitable site within the city;
- g. The site is of an insufficient quality and/or fitness to accommodate existing types of industrial demand;
- h. The site has been allocated for redevelopment for mixed or non-economic development uses through the Allocations DPD.

Alternative Approaches

Approach accords with NPPF applied to local level. There is a need to distinguish the relative importance of different employment areas and adopt an appropriate approach to development management within these areas. **There is no reasonable alternative.**

- 15.1 Employment land is a finite resource and needs to be protected to ensure that sufficient is available to allow the city's economy to prosper. However, these areas are increasingly subject to pressure for the development of non-employment uses (typically housing). National Planning Guidance highlights the importance of securing economic growth but outlines the need to take into account wider regeneration needs when assessing proposals.
- 15.2 The council's Employment Land Update classifies existing employment areas in the city as either "Primary" or "Key" according to a range of criteria. The Update also highlights the need to differentiate between these areas and – accordingly – apply a different Development Management approach to each of these. This will ensure an appropriate level of protection is afforded to individual estates commensurate with their role and importance to the local economy.
- 15.3 Where an application is submitted for the redevelopment of a site or property for an alternative use, a key requirement is the need for the applicant to fully demonstrate that attempts have been made to secure the current employment use of the site/property before an alternative use will be considered favourably by the council.

Marketing – Development on Key Employment Areas

Policy DM3.3 - When considering applications for non-employment development within Key Employment Areas, where an applicant puts forward that:-

- a) **There is no realistic prospect of an employment re-use of the land or premises, or**
- b) Redevelopment for an employment use would not be economically viable

the City Council will require a statement of the efforts that have been made to market any premises or site currently or last used for employment development.

Proof of marketing should involve all of the following actions:-

- a) The land/premises has been widely marketed through an agent/surveyor dealing in commercial property at a price that reflects its current market value for employment purposes for at least 12 months and that no reasonable offer has been refused;
- b) The land/premises has been regularly advertised in the local press and regional press (e.g. the Sunderland Echo), property press (e.g. Estates Gazette), specialist trade papers and any free papers covering relevant areas. Initially this should be intense (weekly) advertising in local papers for the first month and subsequently monthly insertions for at least 12 months;
- c) The land/premises has been continuously included on the agent's website, the agent's own papers and lists of commercial/business premises. Copies of sales particulars and a record of all enquiries/offers should be submitted as part of the planning application;
- d) There has been an agent's advertisement board on at least one site frontage to the main vehicular highway throughout the period; this should be of an appropriate size and design and be clearly visible from the main vehicular highway;
- e) The land/premises has been included in the council's Sites and Premises Database for a period of at least 12 months;
- f) Show evidence that local property agents and specialist commercial agents have been sent mail shots or hard copies of particulars to find out whether there is a demand for business premises in the area; and
- g) Show evidence that local businesses have been contacted and sent mail shots or hard copies of particulars to explore whether they can make use of the premises (in whole or in part) as alternative or additional accommodation.

The above timescales are appropriate for the current market situation. Consideration will be given to extending these requirements should local market conditions worsen.

Development proposals which result in the loss of employment land and premises to other uses should include, where viable, measures to outweigh the loss of the employment value of the site including:-

- a) Supporting employment opportunities, including:-
 - i. Providing or funding the construction of incubator units, managed workspace or workshops for small and medium sized businesses; or
 - ii. Providing discounted rental agreements within mixed-use developments; or
 - iii. Funding or sponsoring training initiatives to raise skill levels within the workforces and the unemployed.

- b) Creating mixed use development that includes employment uses and/or live-work units;
- c) Assisting the relocation of existing businesses displaced from the site;
- d) Assisting the consolidation of businesses operating from multiple sites on to a single location;
- e) Providing grants to assist businesses to improve their sites/premises.

To deliver the above supporting measures, the council may alternatively seek a commuted sum

Where this is the case the potential of the surplus land or buildings to provide vital community facilities will be given priority over residential-only proposals.

Alternative Approaches

This is a key requirement in assessing proposals for non-employment uses and addresses the viability of existing property and sites. Whilst different time periods and media could be included in the policy, those featured are considered to be reasonable in the context of current market conditions. **There is no reasonable alternative.**

- 15.4 It is important that proposals which would result in the loss of employment land or properties are properly assessed in order to ensure that the loss can be completely justified. This policy sets out how this assessment should be undertaken.
- 15.5 It should be noted that the Statement of Efforts and Proof of Marketing will only be part of an assessment by the council of whether the proposed use is acceptable. Consideration of economic viability will need to take account of the costs of re-using the premises for employment purposes. The appropriateness of non-employment use will need to be assessed in terms of the other provisions of the policy.

Other Employment Sites

Policy DM3.4 - On non-designated employment areas proposals for new employment uses or extensions to existing uses will be supported. Proposals for the change of use or redevelopment of land and buildings which are presently in employment uses but not specifically identified above will be considered favourably where it can be demonstrated they can secure other significant regeneration benefits and are considered acceptable in all other respects to other policies within the Plan.

Alternative Approaches

This approach accords with NPPF regarding review of employment land allocations and the need for flexibility. The sites have been identified through the Employment Land Update. **There is no reasonable alternative.**

- 15.6 In accordance with the guidance in the NPPF, the City Council has appraised the employment land portfolio in the city and has identified those areas which are most suited to supporting the development of the local economy. There are a number of existing areas which are not identified as a Primary Employment Area or a Key Employment Area. These tend to be older, less marketable employment areas close to, or within residential areas, where proposals for redevelopment for other uses - more likely to be residential use - could give rise to significant regeneration benefits. Each application will be decided upon its merits but a key consideration will be the ability to secure appropriate levels of residential amenity in any redevelopment scheme.

New Employment uses outside identified Employment Areas

Policy DM3.5 - The council will support proposals for new employment uses outside designated areas where it can be demonstrated that the proposed use:-

- a) cannot be accommodated within the existing portfolio of sites,
- b) can be provided with appropriate vehicular access;
- c) would not be detrimental to local amenity; or
- d) where such uses would not be contrary to other policies within this Local Plan

Alternative Approaches

This approach accords with NPPF regarding the need for flexibility of approach in terms of employment land supply and the need to be responsive to market signals. **There is no reasonable alternative.**

- 15.7 Whilst the city's established employment areas will be the most appropriate location for businesses, it is acknowledged that in order to maximise opportunities to grow the local economy and be responsive to changing market conditions, there may be occasions where a certain use requires a location outside of these areas. This policy highlights the key considerations that the City Council will take into consideration when assessing proposals for such development.

Trade Counters

Policy DM3.6 - Where industrial users require a "trade counter" or "factory shop" type of facility some limited retailing may be permitted. In these cases, retailing will be limited to a maximum of 15% of floorspace and only comprise goods made or stored on the premises. In any case, floorspace cannot exceed 1,000 sqm.

Alternative Approaches

This policy reflects the need to control the character of employment areas, whilst allowing for business needs. There is no reasonable alternative.

- 15.8 Certain business uses found in employment areas require an ancillary trade counter for the sale of goods. In order to retain the employment character of these areas it is important that in these cases the retailing element does not become over-dominant. A maximum of 15% of internal floorspace may be permitted to be used for sales.
- 15.9 It will be up to the operator to demonstrate that proposals for a trade counter/factory shop would not:-
- i. compromise the industrial nature of the site or area in question;
 - ii. attract customers in such large numbers so as to impede the access arrangements and cause significant operational difficulties for other neighbouring occupants; or
 - iii. affect the viability or vitality of any nearby local centre.



Chapter 16:

Housing

Existing Housing

Re-use and Protection of Existing Housing Stock

Policy DM4.1 - The City Council will support proposals that bring empty properties back into residential use subject to compliance with all relevant housing policies.

Change of Use

Policy DM4.2 - The loss of residential housing stock through change of use or redevelopment will not be permitted unless it can be demonstrated that:-

- a. the dwelling(s) no longer provides accommodation of a satisfactory standard and it has been demonstrated that it is financially unviable to improve or adapt; and either
- b. the locality and character of the surroundings are no longer appropriate for residential purposes; or
- c. if replacement housing is proposed, the new house type aligns more closely with the needs of the SHMA.

Alternative Approaches

The policy reflects messages within the NPPF in terms of the presumption in favour of sustainable development, promoting the vitality of the main urban area and encouraging effective use of land by reusing land that has been previously developed. The NPPF also contains strong references to bringing empty properties back into use. **There is no reasonable alternative.**

- 16.1 Bringing an empty property back into residential use or modernising an older property is considered more sustainable than its loss, as it not only contributes to the housing supply but helps sustain communities. However the council does understand that retention is not always appropriate and in certain instances losses are unavoidable. When clearance does occur, the redevelopment of residential areas can also help contribute to creating improved living environments by new stock being aligned more to the required house types and sizes of the area.
- 16.2 As part of the council's empty homes strategy, a number of programmes are in place with partners to assist in bringing properties back into use, such as the council's Equity Loans Project, HCA & Gentoo Loan and Grants Project, the Councils Acquisition Project and the HCA Clusters of Empty Homes Project.

Future Housing

Student Accommodation

Policy DM4.3 - Proposals for purpose-built student accommodation or the conversion of existing buildings for student accommodation must demonstrate that:-

- a. There is a need for the student accommodation
- b. No suitable/viable site is available within the following sequence of priority locations and identified on Figure 14:-
 - i. Within either Chester Road Campus or St Peter's Campus
 - ii. Within Central Area
 - iii. The Edge of Central Area
- c. Only where it can be proven that no sequentially preferable sites are available, will less central locations will be considered and such proposals must demonstrate that:-
 - i. Less central locations are accessible to the university campuses and local facilities by a choice of means of transport.

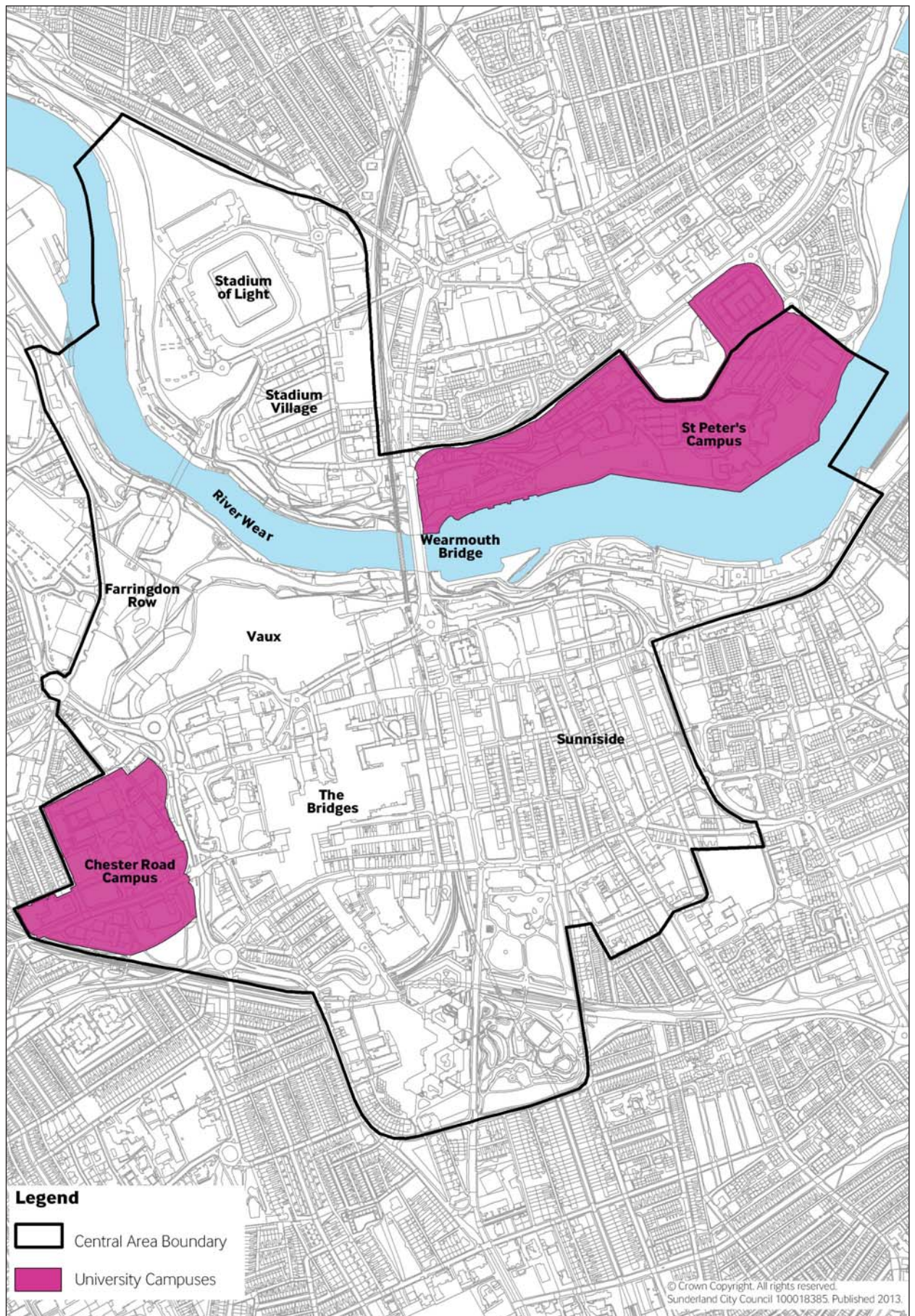
Proposals must also accord with the requirements of Policy DM4.4

Alternative Approaches

The policy reflects the NPPF in supporting the viability and vitality of town centres and creating sustainable, inclusive and mixed communities. The campuses are in the Central Area therefore the sequencing provides the most sustainable approach to delivering new accommodation which supports the regeneration of the city centre. An alternative policy could remove the priority locations which may result in development not assisting in the regeneration of the city centre. The requirement to demonstrate need could be removed; however this may result in an oversupply of this type of accommodation. **An alternative policy could be more flexible.**

- 16.3 Sunderland is a city with a university, but does not yet possess the characteristics and qualities of a university city. The Sunderland Economic Masterplan identifies that the city centre needs to be exploited more by student life to bring about these characteristics and qualities and to generate more activity, both day and night. The close proximity of the two university campuses to the city centre (see Figure 14) would assist in driving this objective forward and developing the city centre as a prime location for student accommodation. Directing student accommodation to the campuses and the Central Area, will minimise private car use and encourage walking and cycling as far as possible. It is also important to ensure that students have good access to everyday facilities and services upon which they rely.

Figure 14: The University Campuses



- 16.4 Whilst encouraging the development of student accommodation in the right location, the need for this type of accommodation must first be established.
- 16.5 In order to avoid an over supply of student accommodation, proposals should clearly demonstrate (through the submission of an assessment) the likely demand for additional accommodation with regard being given to: -
- Existing and projected numbers for students in further/higher education in the city, taking into account any expansion plans of the University of Sunderland.
 - The proportion of these students that is likely to require accommodation in the city.
 - The existing number and location of student housing units.
 - The number and location of additional student housing units that have extant planning permission.
 - Any potential impact on the local housing market if the number of students living in accommodation not specifically designed for students decreases; and
 - The adaptability of the proposed development for uses other than student housing if the anticipated demand does not manifest.

Houses in Multiple Occupation (HMOs)

Policy DM4.4 – Proposals for HMOs/student accommodation will be permitted providing:-

- a) the property is located where increased traffic and activity would not be detrimental to local amenity;
- b) the intensity of use will not adversely affect the character and function of the locality;
- c) the proposal would not be detrimental to the amenities of neighbouring properties by causing undue noise and disturbance;
- d) adequate provision for parking, servicing, refuse, recycling arrangements and the management and maintenance of the property can be demonstrated through the submission of a management plan.
- e) the proposal would not result in an over concentration of houses of multiple occupation and/or student accommodation collectively.

Proposals for student accommodation must also comply with policy DM4.3

Policy DM4.5 - Article 4 Directions will be implemented by the City Council where the number of HMOs in one locality, including student accommodation will have a detrimental effect on the character and function of an area. This will remove permitted development rights preventing the change of use to HMOs without prior planning approval.

Alternative Approaches

The policy accords with the strategic objectives of the council and as such Core Strategy policy.

There is no reasonable alternative.

- 16.6 The adaptation of a building to create a number of dwelling units can assist in increasing housing supply to meet specific needs of the community. However, this form of increase can have a detrimental impact on neighbouring properties and the wider community if too many are concentrated in one area, or they are not managed appropriately.

- 16.7 Therefore it is important that proposals of this nature seek to protect the existing community and the character of an area. The submission of a Management Plan should detail how the property will be managed and maintained and should, as a minimum, include details of on-site management, control of car parking, sound insulation measures, maintenance, security, lighting, cycle parking and refuse and recycling storage. Proposals for large student developments should consider complying with the 'National Code of Standards' for student accommodation, to ensure that both managers and tenants enjoy the benefit of good standards of housing management and practice, misunderstandings and disputes are reduced and where problems do occur they are promptly resolved. Further information on these codes of standards can be found at www.nationalcode.org.
- 16.8 The overall number of HMOs and student accommodation units can have an important influence on community balance and over concentrations of these types of properties can have a detrimental impact on local environments as well as impacts on social cohesion and services within an area.
- 16.9 As such, when determining if a proposal would cause an over concentration, consideration will be given to the impact of the development on the character of an area. Each application will be assessed to determine whether the additional HMO/Student Accommodation development would adversely impact on the mix of the community and character of the surrounding area.
- 16.10 The council will utilise Article 4 Directions to protected areas where necessary. Article 4 Directions prevent people exercising 'permitted development' rights (that is development that does not need planning permission) in certain circumstances. With regards HMOs an Article 4 Direction will require that an application for planning permission be submitted for a change of use from C3 (dwelling house) to C4 (HMO) use.
- 16.11 The City Council have a voluntary landlord accreditation scheme in place, which is designed as a partnership between the City Council and private landlords. The scheme aims to improve the quality of the private rented sector by providing good quality safe accommodation that is well managed, offers landlords information to assist in the selection of prospective tenants, improve relationships, and increase support from the City Council. Landlords also benefit from advertising of accredited status and access to a private landlords forum. Existing and prospective landlords will be encouraged to become part of this scheme.
- 16.12 Certain size HMOs (3 or more storeys and occupied by 5 or more persons forming 2 or more households) may require to be licensed by the City Council. Further information on this requirement and the landlord accreditation scheme can be sought by contacting the council's Housing and Neighbourhood Renewal Team.

Housing Mix and Type

Policy DM4.6 - Proposals for new housing development should be informed by the most up-to-date Strategic Housing Market Assessment, taking account of the size, type and tenure needs of an area.

Alternative Approaches

The policy reflects the NPPF requirement to undertake a SHMA to assess, understand and meet housing need. **There is no reasonable alternative.**

- 16.13 Local Planning Authorities are required by NPPF to have an understanding of the both market and affordable housing needs in their area and ensure the plan meets those needs. This then allows specific housing proposals to align to an area's needs in relation to size, type and tenure and ensure the creation of sustainable, inclusive communities.

Housing Density

Policy DM4.7 - The City Council will adopt a flexible approach to housing density which recognises housing need and the varying characteristics of existing settlements across the city area. In appraising development density the City Council will use the following methodology:-

- a) Have regard to the locational characteristics of the site – higher densities will be encouraged at sites which have good public transport accessibility and are located in close proximity to local centres. Higher density housing development will be encouraged within the Central Area. Notwithstanding the above the density of each development will be considered on its own individual merits taking into account the local context of each site;
- b) promote densities which achieve the house types/sizes required through the Strategic Housing Market Assessment;
- c) consider the amount, quality and type of open space within the local area to influence on-site open space requirements;
- d) appraise the design and layout of developments to ensure an appropriate balance is struck between density, amenity, parking and servicing requirements.

Alternative Approaches

The policy accords with the NPPF requirement for authorities to set out their own approach to housing density to reflect local circumstances. The council have chosen not to include set specific densities. An alternative policy could be to set strict densities but the council consider this too restrictive and will not necessarily be responsive to local circumstances. An alternative policy could include set densities.

- 16.14 The density of residential development should be informed by the characteristics of the immediate area and the housing needs of the area, rather than a set density which may restrict design and house types. This flexible approach allows development to be designed appropriately, whilst meeting an area's housing needs. Exploiting developments around good public transport links and centres through achieving higher densities contributes to creating sustainable communities.

Backland Development

Policy DM4.8 - New residential development within the curtilage of an existing house will only be acceptable if it is not detrimental to general amenity and to the established character of the locality. 'Tandem' development will normally be resisted.

Layouts unable to maintain the particular character of the area in the vicinity of the application site will normally be resisted.

Alternative Approaches

The policy accords with the NPPF to resist inappropriate development in residential gardens.

There is no reasonable alternative.

- 16.15 Utilising large garden areas of dwelling houses for additional housing can assist in contributing to the overall housing offer within the city, whilst contributing to sustainable communities. However, careful consideration has to be given to proposals of this nature to ensure amenity issues are not created and the character of an area is not damaged.
- 16.16 Retaining appropriate amenity levels and an area's character are normally difficult to achieve with 'tandem development' (where one house is immediately behind another and access is shared). Unless these issues can be overcome, development of this nature will be resisted.

Affordable Housing

Policy DM4.9 - Residential schemes of 15 or more dwellings and/or on development sites of 0.5ha or more will be required to provide 10% affordable housing, with the tenure mix to be 75% affordable rented and 25% intermediate tenure. In considering planning applications :-

- a) Affordable housing provision lower than the required rate and/or proposing a different tenure mix will only be acceptable where robust justification is provided through a viability assessment
- b) The affordable dwelling types and size should reflect the sub-area needs set out in the Strategic Housing Market Assessment; however consideration will be given to the viability of a site by means of the submitted robust justification
- c) The dwellings must remain affordable in perpetuity for future eligible households

Off site provision, or a financial contribution towards affordable housing, as an exception, will only be considered where it can be;

- d) proved preferable for planning reasons; and
- e) brought forward for development within a similar timescale as the associated planning application.

Residential schemes that include affordable housing should comply with the emerging Affordable Housing SPD.

Alternative Approaches

The policy reflects the NPPF requirement to undertake a SHMA to understand and meet objectively assessed affordable housing needs. Policy DM4.8 is based on the findings of the SHMA & EVA requires 10% 75:25 split.

The NPPF requires councils to set their own policies where affordable housing is needed. The Economic Viability of Affordable Housing Requirements Report (2010) tested numerous options for required percentages and tenure splits which resulted in the 10% requirement and the 75% 25% tenure split being the most viable option; as such these were carried forward to Policies CS4 and DM4.

The policy could have been alternatively worded so that the requirements were rigidly applied. This would not have been in accordance with the NPPF. The policy therefore provides the necessary flexibility to take into account individual circumstances relating to development viability and where appropriate the opportunity to provide provision via a financial contribution. **Therefore there is no reasonable alternative.**

- 16.17 Policy CS4.3 sets out the requirement for 10% affordable housing provision on schemes proposing 15 dwellings or more, or 0.5ha or more in size. In order to achieve a mix of tenure of affordable units in line with need, the council will seek to achieve 75% social rented tenure and 25% intermediate tenure on schemes.
- 16.18 The viability of schemes is recognised as a barrier to certain developments achieving the 10% or the tenure split; in these instances robust information will be required as part of the planning application and the council will negotiate with the developer on a site-by-site basis to achieve an appropriate affordable housing contribution.
- 16.19 When designing schemes which incorporate affordable units, the required types and sizes should be informed by the most up-to-date Strategic Housing Market Assessment (SHMA). Any deviations from the evidence in the SHMA should be justified via the planning application.
- 16.20 In certain instances, to provide affordable units on site may not be appropriate. As such, the onus will be on the developer to demonstrate why off-site provision or a financial contribution is preferable for planning reasons.
- 16.21 Notwithstanding the above, all affordable housing units must remain affordable in perpetuity to ensure that future residents can benefit from this type of provision.
- 16.22 An Affordable Housing Supplementary Planning Document (SPD) is currently in draft form, this expands upon these policies. All proposals requiring affordable housing provision should also comply with this SPD once adopted.

Supported Living Accommodation

Policy DM4.10 - Planning proposals for supported living accommodation will be permitted where:

- a) the proposal is linked to the council's wider programme of provision for the ageing population and;
- b) the development is integrated into the local residential community.
- c) the development is located where increased traffic and activity would not be detrimental to local amenity;
- d) the proposal is well accessed by public transport, walking and cycling.

Alternative Approaches

The policy reflects the NPPF requirement to undertake a SHMA to assess, understand and meet the needs of different groups in the community. **There is no reasonable alternative.**

- 16.23 Supported living accommodation required within the city can take the form of extra care, 'clustered accommodation' and specially adapted accommodation. The council has an accommodation programme in place to ensure provision is brought forward in a planned manner throughout the city. The emphasis for accommodation for older people is based around 'extra care' rather than the traditional 'nursing home' type accommodation, located in existing communities with a range of facilities to ensure sustainable living.

Gypsies, Travellers and Travelling Showpeople

Policy DM4.11 - Where there is a proven need and identified demand for the provision of new pitches and plots (or the extension of existing sites) for gypsy and traveller and travelling showpeople, proposals should be located :-

- a) in accordance with Policy CS1.3
- b) away from any known high flood risk areas
- c) so as not to have any detrimental impact on neighbouring residential amenities and highway safety
- d) so as to avoid adverse effects on the wellbeing of site occupiers, with particular regard given to noise and air quality
- e) so as to avoid sensitive areas (natural, built and local environment) and not create a significant intrusion into the landscape
- f) on sites that are appropriate for a live/work lifestyle
- g) in areas which are compatible with other policies of the LDF and will not be detrimental to the city's regeneration aims.

Policy DM4.12 - The City Council will safeguard existing travelling showpeople sites, unless it can be demonstrated that:

- a) there is no longer a need for the site, or
- b) capacity can be better met elsewhere

Should it be demonstrated that gypsies, travellers and travelling showpeople sites are no longer required they should be reinstated to their former land allocation.

Alternative Approaches

The policy reflects the NPPF requirement to set criteria to guide land supply allocations where there is an identified need. **There is no reasonable alternative.**

- 16.24 The Government's overarching aim for Gypsies, Travellers and Travelling Showpeople is to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community; as such, traveller sites should be economically, socially and environmentally sustainable. As well as the above Policy, proposals for sites should be considered in accordance with the NPPF and the Planning Policy for Traveller Sites (March 2012).



Chapter 17:

Communities

The City's Centres

New Retail Development

Policy DM 5.1 - The Council will favourably consider proposals for new retail development in, or on the edge of, designated centres identified in Policy CS5.1. Outside of these centres only small-scale convenience facilities will be permitted and only where they:-

- a) Cannot be accommodated in an existing centre;
- b) Are appropriately located to serve the local community, and
- c) Do not cause a cumulative adverse significant impact on existing centres.

The Council will require an impact assessment to be undertaken for all proposed retail developments of more than 500sqm. floorspace (gross) to ensure that any impacts on existing centres can be appropriately assessed.

Alternative Approaches

This is a new policy prepared following the completion of the Sustainability Appraisal. However, the policy reflects the NPPF requirement to establish a locally defined threshold for assessing new retail applications. **There is no reasonable alternative.**

- 17.1 New modern retail facilities are an important component in creating and supporting sustainable communities. However, it is important to balance the provision of new floorspace against the need to protect existing local centres. Nevertheless it is recognised that there are parts of the city which lie some distance from these centres and access by foot (or cycle), particularly to food stores, is not convenient. In order to establish a better distribution of retail facilities, the council will support small-scale supermarkets in those areas where there is limited access to facilities.
- 17.2 The Council's latest Retail Needs Assessment highlights only a modest quantitative requirement for new convenience floorspace over the plan period and this would seem to indicate that smaller format food stores would be more appropriate in meeting this requirement. The Assessment indicates a more substantial requirement for comparison retail development, and it is considered that the larger centres will be the most appropriate locations for new comparison floorspace.
- 17.3 Whilst small-scale supermarkets are useful in providing access to day-to-day shopping requirements, it is important to ensure that they complement the role of existing centres and do not undermine their function and vitality. For this reason the council will require an impact assessment for proposals for small retail schemes where there is – or will be – a particular concentration of such facilities to avoid a cumulative adverse impact on an existing centre.

Food, Drink and Amusement Centres

Policy DM5.2 - Planning permission for restaurants and cafes (A3), drinking establishments (A4) hot food takeaways (A5) and amusement centres (sui generis) will normally be granted in existing city, town and local centres and other appropriately located and accessible sites unless they have a detrimental effect on the environment, residential amenity and public or highway safety.

In addition, the proposed use should be located such that, in itself, or in addition to other groups of non-retail uses, it does not demonstrably harm the vitality and viability or seriously adversely affect the appearance of the particular thoroughfare where it is located.

Applications for Licensed Premises within the City Centre should accord with the council's Evening Economy Supplementary Planning Document.

Alternative Approaches

There is a need to ensure these uses are developed in a manner that is complimentary to other uses and amenity considerations. **There is no reasonable alternative.**

- 17.4 The NPPF states that plans should promote competitive town centres that provide customer choice and a diverse retail offer. This policy recognises that food, and drink as well as amusement centres are most appropriately located in Local Centres in Sunderland (see Figure 12). However, it is important that these uses are well-designed and located in order to ensure that the viability and vitality of centres is maintained. An important consideration will be the proposed hours of operation; these must be conducive to ensuring the vitality of the street where the unit is located. Proposals which result in the creation of dead frontages during normal shopping hours will be resisted.
- 17.5 This policy applies to the following uses:
- **A3 (Restaurants, snack-bar, cafes, café-bars).** The primary use is for the sale of food and drink for consumption on the premises
 - **A4 (Pubs and bars).** Use as a public house, wine bar or other drinking establishment. The primary use is for the sale and consumption of alcohol on the premises
 - **A5 (Hot-food takeaways).** Use for the sale of hot food for consumption off the premises
 - **Sui Generis.** Uses which do not fall within a specified class
- 17.6 In the City Centre, applications for uses in classes A3, A4 and A5 will be subject to the provisions of the council's approved Evening Economy Supplementary Planning Document (see below).
- 17.7 The development of the evening economy in the City Centre - i.e. the period after 4.00pm - is one of the key approaches in seeking the regeneration of the City Centre.
- 17.8 In 2008, the council approved a supplementary planning document on the issue of the control of food and drink uses in the City Centre as part of the evening economy. The aim of this is to sustain and complement the vibrancy of the city centre without compromising its other attractions (both existing and planned). This SPD will be a material consideration in assessing relevant planning applications and the guidance will be applied when making decisions on planning applications within the city centre.

Sunderland's community, social and cultural facilities

New community and social facilities

Policy DM5.3 - In order to meet increased demands for social infrastructure, the City Council will require development schemes that result in additional need for social infrastructure to contribute towards supporting existing facilities or providing for new facilities (which may include consideration being given to the potential for the co-location or integration of social infrastructure providers).

New social infrastructure uses must be :-

- a) Close or accessible to the community they serve
- b) Accessible by a range of transport modes, in particular, walking cycling and public transport
- c) Appropriately located in relation to their scale and the needs of the catchment they serve
- d) Provided in buildings which are flexible and sited to maximise the shared use of premises.
- e) The council will support the co-location of facilities in appropriate locations

Alternative Approaches

The policy requirement reflects the NPPF's approach to enhancing the sustainability of communities and residential environments. **There is no reasonable alternative.**

- 17.9 Social Infrastructure provides opportunities for residents to meet, share their interests and access essential services such as education, health care and family support. New developments can lead to increased pressure on existing community facilities and infrastructure either cumulatively or individually.
- 17.10 If new developments are to be viable and sustainable in the long term, they need to create places where people want to live and work. Developments are therefore likely to require the provision of social infrastructure, to serve the new community, thereby enhancing the quality, image and desirability of the area. As such the Council will expect schemes that create additional demand for social infrastructure to make an appropriate contribution to the provision either on-site, close to the development, or within the appropriate catchment for the infrastructure type.
- 17.11 When assessing the impact of new development the Council will consider:
 - existing social infrastructure accessible to the development and their available capacity;
 - the likely number of future occupants;
 - the needs of community service providers operating in the area (public and community) and their accommodation requirements;
 - whether community or leisure facilities are proposed within the new development.
- 17.12 In supporting the vitality and viability of the city's centres and its facilities and services, encouraging social interaction and providing opportunities to support the needs of the city's residents particularly older and disabled people the council will support proposals that see the co-location of facilities, including libraries, health facilities and public convenience thus ensuring and adequate provision of community facilities and key services.

The Loss of Social Infrastructure

DM 5.4 - Where land or buildings currently or formerly in community use become surplus to requirements, priority will be given to alternative public or community uses. The Council will resist the loss of social infrastructure facilities unless the following conditions can be demonstrated:-

- a) No shortfall in provision (in terms of either quality or quantity) will be created by the loss; and
- b) Adequate alternative facilities are already available in the sub-area; or
- c) A replacement facility that meets the needs of the local population is provided, with a preference for on-site provision.

In all cases the applicant will be required to:-

- i. Consult with the Council's Community Officer; and
- ii. Consult/market the site for 6 weeks (minimum) with the Local Voluntary Community Sector and the Local Press; and
- iii. Liaise with relevant area officers to ensure the loss would not create, or add to, a shortfall in provision for the specific community use.

A written statement must be submitted alongside any application that would result in the loss of social infrastructure to demonstrate how the above criteria have/can be satisfied.

Alternative Approaches

The policy is in line with the NPPF's aims of guarding against the unnecessary loss of valued facilities and services. **There is no reasonable alternative.**

- 17.13 As well as encouraging new facilities and services it is important to protect viable facilities so far as is practicable unless there is an overriding justification for their loss or exceptional benefits deriving from alternative forms of development.
- 17.14 The Council will require any application involving the release of any community facility or land last used for community purposes to be supported by written evidence to satisfy the criteria within Policy DM5.4. The level of detail will depend upon the nature of the proposal; the applicant should contact the Council at the earliest stage to discuss. Evidence that may be required to support an application could include:
- a) The nature and condition of the building or site and the cost of repairs, renovations or improvements needed to allow the facility to continue in operation;
 - b) The nature and location of comparable facilities;
 - c) The potential to relocate the use into other premises or to another site in the area
 - d) Evidence that the premises have been actively marketed. Evidence will be required of sales literature, details of approaches, and details of offers. (It should be noted that any evidence of a commercially sensitive nature or which breaches commercial confidentiality would not be made publicly available);
 - e) Evidence that the local community has been notified in writing of the intention to close the facility and detail of representations received.

Chapter 18:

Transport, Access and Parking

Transport, Access and Parking

Policy DM6.1 - Proposals for new development must:-

- a) provide access for pedestrians, cyclists and users of public transport through the creation of direct, safe and attractive links between new and existing development and pedestrian, cyclist and public transport networks, in addition to private car access
- b) have safe and adequate means of access, egress and internal circulation/turning arrangements for all modes of transport relevant to the proposal
- c) be acceptable in relation to highway capacity and safety on existing roads and include proposals to mitigate any adverse impacts; the cost of this must be met by the developer
- d) include a level of parking appropriate to the development, include safe and secure parking for cyclists and be designed to sensitively integrate parking and servicing requirements; avoiding vehicles dominating the streetscene
- e) promote sustainable public transport

Policy DM6.2 - All development proposals must demonstrate their effect on traffic and transport by submission of a Transport Statement/Transport Assessment, that accords with paragraphs 32-36 of the NPPF, the extent of which should be appropriate to the scale and nature of the development and its location. Where necessary a Travel Plan will be required.

Policy DM6.3 - The findings of the Transport Statement/Travel Plan should be incorporated into the proposed development, including parking requirements.

Alternative Approaches

The policy accords with the approach the NPPF sets out for promoting sustainable transport.

There is no reasonable alternative. The policy accords with NPPF approach in relation to the requirement for Transport Statement. **There is no reasonable alternative.** The policy ensures the findings of the transport statement are implemented. **There is no reasonable alternative.**

- 18.1 Facilitating sustainable development through ensuring people have a choice about how they travel is a key message of the NPPF, particularly with the contribution it can make to wider sustainability and health objectives. Minimising the need to travel and journey lengths can be achieved by providing a balance of mixed land uses in communities.
- 18.2 Proposals should exploit opportunities for the use of sustainable transport modes, of which the Transport Statement/Travel Plan should detail in line with the NPPF.
- 18.3 Where a new development is likely to have significant transportation implications, a Transport Assessment (TA) and Travel Plan (TP) should be prepared. In some instances a simplified report in the form of a Transport Statement (TS) may be sufficient, which can be incorporated into the Design & Access Statement where applicable. These documents will be used to determine whether the impact of the development is acceptable. The scale and type of development will normally determine the requirement for a TS, TA or TP, and the relevant thresholds can be found in the Councils Validation Checklist.

Electric Vehicle Charging Points

Policy DM6.4 - All new residential development that include garages and car parking spaces should make provision for access to an electrical facility suitable for charging electric vehicles.

Policy DM6.5 - For communal major residential and other non-residential developments a minimum of 5% of parking spaces or a minimum of 1 space, whichever is the greater must be marked out for Electric Vehicle use and adequate charging infrastructure should be provided.

Alternative Approaches

The policy accords with the approach the NPPF takes. An alternative approach would be to set a size limit on residential developments. **An alternative policy could set size thresholds.** The policy accords with the approach the NPPF takes. The % level set in the policy has been put forward as a 'reasonable' amount. **An alternative policy could increase or decrease the % levels.**

- 18.4 Electric vehicles are a highly sustainable mode of transport and are becoming more of a choice for consumers and as such new dwelling houses should ensure they are adequately equipped to charge electric vehicles. By also ensuring that major communal residential developments and non-residential developments of any size incorporate a small percentage of parking spaces with the adequate charging infrastructure in place will contribute to the availability of facilities throughout the city and encourage more journeys via this sustainable method.

Chapter 19:

Caring for the City's Environment

Built Environment

Design

Policy DM7.1 - The City Council will seek to ensure that all new development across the city creates high quality, distinctive and well designed places. New development should be designed to maximise durability and adaptability throughout the lifetime of the development. Consequently development proposals must:-

- a) create places which have a clear function, character and identity based upon a robust understanding of local context, constraints and distinctiveness
- b) maximise opportunities to create sustainable, mixed-use developments which support the function and vitality of the area in which they are located
- c) be of a layout, scale and massing which is compatible with its surroundings, retains acceptable levels of privacy and protects amenity.
- d) promote natural surveillance and active frontages, including the provision of appropriate lighting, to assist in designing out crime.
- e) create visually attractive and legible environments through provision of distinctive high quality architecture, detailing and, where deemed necessary, public art
- f) provide appropriate landscaping as an integral part of the development, including the enhancement and upgrade of public realm, existing green infrastructure, landscape features, natural assets and provision of additional open space
- g) not detract from established views of important buildings, structures and landscape features
- h) in the case of tall buildings, must form a positive relationship with the skyline and topography of the site and the surrounding area.

Where practical the City Council will require development proposals:-

- i) to achieve a Building for Life standard
- j) achieve Lifetime Homes accreditation, in terms of residential development.

Alternative Approaches

The policy is in line with the NPPF'S requirement for councils to secure high quality, distinctive and well designed places. **There is no reasonable alternative.**

- 19.1 The council will seek a high standard of design and layout for new development appropriate to the site's context, the area's defining characteristics and local distinctiveness. The council will encourage proposals which are attractive, sustainable, functional, modern, well-connected and inspiring.

- 19.2 The policy sets out the design principles that should be applied across the city to all forms and scales of development. To avoid undue repetition within individual policies, it is intended that the criteria within the policy is used in conjunction with other policies within this document. The policy should also be used as a basis for the assessment of proposals that can not comfortably be assessed against other policies.
- 19.3 A number of Supplementary Planning Documents (SPDs) in relation to design, including Residential Proposals, Householder Alterations and Extensions and Design and Access Statements, have been produced by the council. The SPDs supplement the above policy and will be a material consideration in the determination of planning applications for relevant proposals.
- 19.4 The council will seek a high standard of design and layout for new development appropriate to the site's context, the area's defining characteristics and local distinctiveness. Where practical, this will require development proposals to achieve Government-endorsed industry standards such as Building for Life or Lifetime Homes accreditation. The council will encourage proposals which are attractive, sustainable, functional, modern, well-connected and inspiring.

Resource Efficiency and High Environmental Standards

Policy DM7.2 - New development will be required to incorporate sustainable resource management and high environmental standards. Developments must be supported by a Sustainability Statement that sets out how the development:-

- a) is designed with regard given to sustainable development principles, taking into account the effects of climate change
- b) achieves or exceeds the government's targets towards zero carbon
- c) reuses and recycles materials and other resources from all stages of development, design, demolition, construction and operation
- d) maximises energy efficiency through internal and external layout, orientation, massing, materials, insulation, heat recovery, construction techniques, natural ventilation, shading and landscaping
- e) protects existing water and sewage infrastructure. Where development increases the demands for off-site service infrastructure, it must be demonstrated that sufficient capacity already exists or that extra capacity (or a financial contributions towards capacity) will be provided, and
- f) will connect to or be ready to connect to any forthcoming decentralised heat or energy scheme, where feasible

Where suitable and viable, extensions, conversions and retrofitting of existing buildings will be required to address the above criteria.

Alternative Approaches

The policy accords with the NPPF to support energy efficiency and reduce greenhouse gas emissions. The council could alternatively insist on higher targets, but this would/could threaten the viability of schemes- without feasibility or viability information the council are not in a position to request standards above the nationally prescribed targets. **An alternative policy would be to request higher CSH/BREAM targets.**

- 19.5 New development provides an opportunity for reducing energy consumption and enabling more efficient use of energy, both of which are important for reducing carbon emissions and wasteful use of finite natural resources. It is important that developments are designed to mitigate climate change, and to withstand its effects. This will help to minimise the impact of development on the global environment, and ensure that buildings and spaces endure.
- 19.6 The policy seeks to influence the quality of development proposals and promote energy efficiency and sustainable sources of energy supply. Progress towards 'zero carbon' development will be made through progressive tightening of the Building Regulations. Over time these changes will replace the energy related elements of the Code for Sustainable Homes (CSH) standards and the BREEAM standards for non-domestic buildings.
- 19.7 Applicants are expected to include a Sustainability Statement alongside developments applications. The Sustainability Statement should set out how the development has assured high resource efficiency and high environmental standards against the criteria within policy DM7.2.
- 19.8 Since not all development involves new buildings, extensions and alterations are also required to demonstrate how the proposals will achieve high resource efficiency and high environmental standards. Applicants should also consider incorporating simple cost effective energy efficiency measures into the existing building.
- 19.9 The council will actively promote and support individual schemes which showcase best practice in sustainable construction and renewable energy, where appropriate.

Advertisements/Shop Fronts

Policy DM7.3 - Proposal for advertisements and new/alterations to shop fronts will be required to contribute to the visual appearance of the city's street scenes as follows:-

Advertisements

- a) Applications for advertisement consent will be determined on the basis of their effect on amenity and public safety. Large scale advertisement displays will be subject to particular scrutiny with regard to their effect on amenity. Temporary hoardings may be permitted in order to screen derelict land or building sites.

Shopfronts

- b) New and redesigned shopfronts should be to a scale and design which relates to the building in which the shop front is to be installed as well as adjacent buildings and the character and appearance of the wider area.
- c) Security shutters and roller grilles should be perforated in design, powder colour coordinated with the frontage and have recessed shutter boxes.

Proposals within relating to listed buildings, within conservation areas and in areas of special advertisement control will be subject to the requirements of the relevant designation and appropriate planning policy guidance.

Alternative Approaches

The policy accords with the NPPF with regards advertisements. **There is no reasonable alternative.**

- 19.10 Advertisements can play a helpful role in promoting the city's businesses and provide direction to locations. However, they can sometimes have a negative impact upon the amenity of an area as well as public safety; as such consideration must be given to local characteristics and features of the street scene. In relation to public safety it is necessary to consider the effect of an advertisement upon the safe use of vehicles and operation of traffic flow, including pedestrian traffic.
- 19.11 A shop frontage contributes to the overall appearance of the street scene and as such proposals for this type of development need to ensure the changes positively enhance the appearance of the building as well as the immediate area and do not detract from it.
- 19.12 It is now standard practice that most commercial/retail premises install security shutters. However, care needs to be taken in the choice as solid shutters, particularly bare galvanised or mill finished aluminium, can have a detrimental environmental effect, making areas feel desolate and forbidding once trading hours have ceased. Recessed shutter boxes can also assist in avoiding clutter to fascias.

Telecommunications

Policy DM7.4 - Telecommunications development will be permitted where it would not have a serious adverse effect on residential amenity, the appearance of the area, or sites of archaeological or nature conservation value. Where such effects are considered likely, the council will also take into account the following factors:-

- a) The significance of the proposed development as part of a telecommunications network
- b) Whether any satisfactory alternative sites for telecommunications development are available
- c) Whether there is any reasonable possibility for sharing existing telecommunications facilities
- d) In the case of radio masts or towers, whether there is any reasonable possibility of erecting antennae on an existing building or structure
- e) Whether all reasonable steps will be taken to minimise the impact of the development on local amenity

Where permission is granted for a building or other structure used for telecommunication, and which is not considered capable of any subsequent use, adequate arrangements will be required to ensure removal of the development when no longer needed.

Alternative Approaches

The policy accords with the NPPF to support high quality communications infrastructure. **There is no reasonable alternative.**

- 19.13 The development of telecommunications equipment plays a vital role in enhancing the provision of local community facilities and services, and maximising existing masts, sites and buildings should be employed in the first instance. All equipment must be sited sympathetically within an area and be justified in accordance with paragraph 45 of the NPPF.
- 19.14 All applications must be supported by 'a Declaration of Conformity with ICNIRP Public Exposure Guidelines' to demonstrate that the proposal meets International Commission guidelines and addresses any health issues.

The Historic Environment

The Historic Environment

Policy DM7.5 - The City Council will, wherever possible support proposals that have a positive impact on the significance of the city's heritage assets and local historic character. Development proposals affecting heritage assets should recognise and respond to their significance and values and demonstrate how they conserve and enhance the significance and character of the asset, its setting where appropriate, and sustain its significance into the future.

In considering proposals the City Council will have regard to the relative status and international, national and/or local contextual importance of the heritage asset and the impact of the proposal on its importance.

The Candidate World Heritage Site (cWHS)

Policy DM7.6 - The City Council will seek to facilitate development that is of high regenerative value that will serve to preserve and enhance the internationally recognised Outstanding Universal Value (OUV) of the Wearmouth-Jarrow candidate World Heritage Site and its setting. There is a presumption that development considered to impact adversely upon this heritage site will be refused consent.

All development within the defined buffer zone of the cWHS will be required to accord with the design principles and guidance of The Wearmouth Masterplan and Design Code SPD. All proposals to develop should be informed and supported by a Heritage Impact Assessment and preceded by an appropriate level of archaeological investigation.

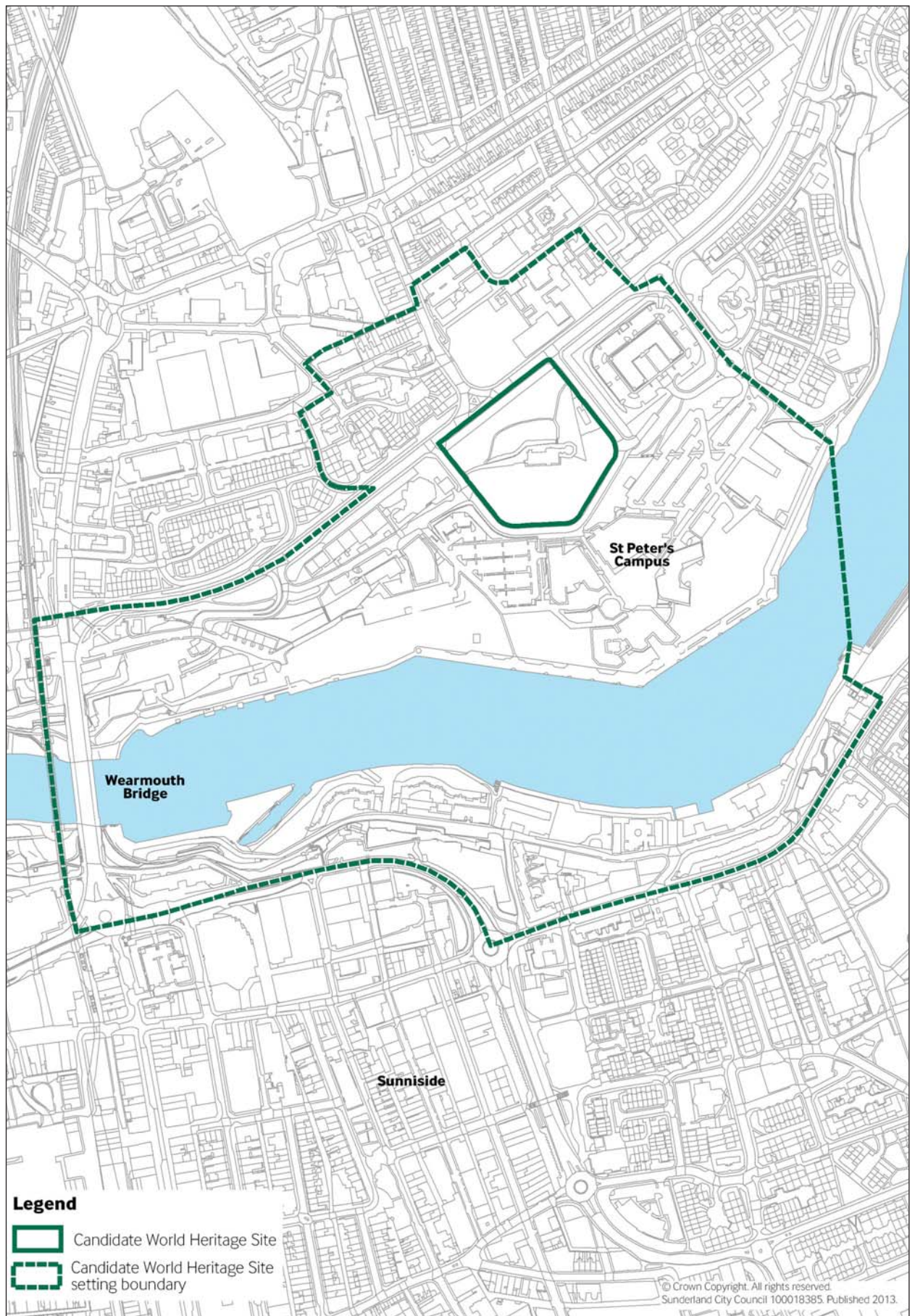
Alternative Approaches

Reiterates NPPF policy on conserving and enhancing the historic environment. **There is no reasonable alternative.**

- 19.15 The former 7th century monastic site of St Peter's is one half of the candidate World Heritage Site (cWHS), the other half comprising St Paul's monastic site in Jarrow. The twin monastic site is considered to be globally important by virtue of having Outstanding Universal Value (OUV). The site's OUV is conveyed and expressed through five attributes which are defined in the Management Plan for the site, namely the relationship between the twin monasteries and their estuarine settings, the standing (above-ground) remains and the in-situ excavated remains of the Anglo-Saxon monastic building complexes, the monastic plan and further archaeological remains. These five attributes are used for day-to-day management of the cWHS, including through the development management process in defining the impact of proposed changes or developments on the site and its setting.
- 19.16 The Wearmouth Masterplan and Design Code Supplementary Planning Document (January 2012) has been produced to establish design principles and guidance for development within the defined buffer zone of the cWHS. The SPD recognises the five tangible, physical attributes of the OUV of the monastic sites that are to be protected through the council's development management function. Some of these attributes require key views of the main feature of the cWHS (i.e. the church of St Peter and adjacent site of monastic remains) from distant vantage points to be protected from being obscured; such defined 'key' views are also required to be enhanced by being 'framed' by high quality architectural solutions for the development sites in the SPD.

- 19.17 All applications for development within the buffer zone will be required to be supported by a Heritage Impact Assessment (HIA) that fully considers the impact of the proposed development on the key visual attributes of the site's OUV within the context of the provisions of the SPD and the Management Plan. The HIA should include a visual analysis of the impact of the proposed development and in seeking to justify the appropriateness of the development must demonstrate that it satisfies the requirements of the SPD.
- 19.18 Developers should also at the outset of the design process consult with the County Archaeologist to ensure that the appropriate level of archaeological assessment required to support an application is undertaken at the appropriate stage of the process, and where necessary, further investigation to be carried out prior to development commencing is programmed accordingly.

Figure 15: Candidate World Heritage Site and setting



Scheduled Ancient Monuments

Policy DM7.7 - Development which adversely affects the site or setting of a Scheduled Ancient Monument will be refused planning permission unless wholly exceptional circumstances exist that satisfy the requirements of paragraphs 132 and 133 of the NPPF.

Alternative Approaches

Reiterates NPPF policy on conserving and enhancing the historic environment. **There is no reasonable alternative.**

- 19.19 The Scheduling of Monuments has been carried out by the government since 1882. There are currently 10 Scheduled Ancient Monuments (SAMs) in Sunderland, ranging from bronze and iron age beneath ground archaeology at Hastings Hill, Copt Hill and Humbledon Hill, the remains of the Monastic site at St Peters (that comprises part of the cWHS), Hylton Castle, Bowes Railway and the World War 1 early warning acoustic mirror at Fulwell.
- 19.20 Proposed works that directly affects a SAM normally requires Scheduled Monument Consent which is determined by English Heritage and not the council. The council's responsibilities in relation to SAMs consist of having regard to the effect of any development upon the setting of a SAM. The council will refuse planning permission for developments which adversely affects the setting of a SAM unless there are wholly exceptional circumstances that satisfy the requirements of paragraphs 132 and 133 of the NPPF.

Listed Buildings

Policy DM7.8 - Development affecting a listed building will be required to conserve its integrity and special interest, having particular regard to the protection and restoration of its historic fabric, features and plan form, its boundary enclosures, setting and views of it, its group value and contribution to local character.

Alterations and additions to listed buildings must be designed to be sympathetic and complimentary to the height, massing, alignment, proportions, form, style, materials and architectural detailing of the building and be specified to appropriate conservation standards. The City Council will resist the loss of traditional features that could be preserved.

Applications for proposals affecting the setting of a listed building will be required, where appropriate to be supported by technical and illustrative material that enables the impact of the proposal to be properly assessed.

The City Council will support development proposals that secure in a sensitive manner the future and return to beneficial use of listed buildings at risk. Priority will be given to the re-use of listed buildings in development schemes.

The demolition of listed buildings will only be considered in exceptional circumstances. Any proposal to demolish a listed building will be required to be supported by a feasibility study that has robustly explored all options to conserve the building, satisfies the requirements of paragraph 133 of the NPPF, and clearly justifies the case for demolition. Consent for demolition will not be given until redevelopment proposals have also been agreed and a programme of recording of the listed building has been initiated.

Alternative Approaches

Reiterates NPPF policy on conserving and enhancing the historic environment. **There is no reasonable alternative.**

- 19.21 Sunderland contains 692 listed buildings and these represent the significant majority of those heritage assets in the city that are recognised as being of importance at a national level. Of these, 9 are listed Grade I, 16 grade II* and the remaining 667 grade II. Listed Buildings are defined as buildings of 'special architectural or historic interest' and the statutory list on which they are included is compiled by the Government on the advice of English Heritage.
- 19.22 The council will exercise a strong presumption in favour of the retention and properly informed conservation of its listed buildings. Owners are encouraged to keep their listed buildings in appropriate uses and maintain their buildings in a sensitive manner befitting their architectural and historic integrity. Proposals to repair, restore, alter and add to listed buildings should always seek to retain and repair wherever possible surviving architectural features and historic fabric, as it is the original materials and craftsmanship that usually gives a listed building its authenticity and significance. Original features and materials can however sometimes be strengthened and upgraded with the introduction of modern techniques to satisfy modern requirements without undue loss of historic fabric and integrity. This is preferred to replacement, which should only be carried out when the original materials are beyond repair. In such cases replacement should normally always be carried out on an exact like-for-like basis and specified to appropriate conservation standards.
- 19.23 The restoration of lost features should always be undertaken on the basis of 'informed conservation'; this broadly means that any restoration work should be well-researched and 'true' to the archaeological, historic, architectural or artistic integrity of the asset. For example, the design and specification of the element to be reinstated should be informed by historic evidence, physical or documented, of the original material, form, pattern and detailing of the feature or building component being restored. The council will usually require this approach to be taken on all restoration works to all heritage assets.
- 19.24 Alterations and additions to listed buildings are often necessary to allow a listed building to be adapted for new uses that secure its immediate and long term future. Where alterations are justified on these grounds an approach of minimal intervention should be taken and new work should be designed and specified in the context of the architectural and historic significance of the part of the building affected, taking into account for example the plan form, extent of surviving features and fenestration patterns. Additions to listed buildings and development within their settings (and also within Conservation Areas) should not as a general rule dominate the asset; the impact of proposals will be considered in terms of their height, massing, bulk, proportions, form and architectural articulation, use of materials, relationship with adjacent heritage assets, alignment and treatment of setting.
- 19.25 Proposals for major extensions to listed buildings and for new development that affects the setting of a listed building, either by virtue of being within its curtilage or sited in the surrounding environment within which the listed building is experienced, will be required to be supported by visual analysis in the form of relevant perspectives, cross sections etc, and other technical material that clearly shows how the proposed new building will impact on its setting. This is also applicable to substantial forms of new development in Conservation Areas and within the settings of Scheduled Ancient Monuments.

- 19.26 The council recognises the need in some cases to be flexible in the consideration of proposals to re-use listed buildings at risk, particularly those that have been vacant and deteriorating for long periods of time and are vulnerable to damage from vandalism and exposure to weather conditions. However, proposals which harm the significance of the listed building, including its setting, will not be considered acceptable unless the degree of harm is outweighed by the benefits of securing the repair and re-use of the listed building and the proposal sustains the overall significance of the asset into the future.
- 19.27 Proposals to demolish listed buildings will always be resisted by the council and will only be considered if wholly exceptional circumstances exist. Any application to demolish a listed building must be supported by a feasibility study that has fully examined all possible options in the medium term to retain the building. The feasibility study should effectively comprise an appraisal of all possible options to re-use the building and specifically address the criteria listed in paragraph 133 of the NPPF. The study should normally include a full condition and structural survey of the building, an economic viability appraisal that establishes the conservation deficit (or surplus) for all development options considered, full details of the nature and length of any marketing of the property and any other information deemed by the council as necessary to allow a fully informed appraisal of the proposal to be made. An Archaeological Building Recording and Statement of Significance will normally be required in such cases to give a full understanding of the importance of the listed building. It will be expected that the team of professionals that carry out the feasibility study will have appropriate knowledge and experience of listed buildings.

Registered Historic Parks and Gardens

Policy DM7.9 - Development within or adjacent to the city's registered historic parks and gardens and unregistered parks and gardens that are considered by the City Council to be of historic interest, will be required to protect and enhance their designed landscape character and setting and their natural and built features of historic, architectural or artistic importance.

Alternative Approaches

Reiterates NPPF policy on conserving and enhancing the historic environment. **There is no reasonable alternative.**

- 19.28 Sunderland contains 2 parks on the Register of Parks and Gardens of Historic Interest – Mowbray Park and Roker Park. The Register is compiled by English Heritage, its purpose being to safeguard the features and qualities which make the parks and landscapes of national importance. Inclusion on the register is a material consideration that will be taken into account by the council when determining planning applications.
- 19.29 There are several parks and gardens and other designed landscapes of historic interest in the city that, whilst not currently registered, are considered by the council to be of sufficient significance to warrant being treated as if they were registered when considering development proposals that affect them. These include Doxford Park, Backhouse Park, Barnes Park and Rectory Park, and some of the city's 19th century designed municipal cemeteries such as Bishopwearmouth Cemetery and Sunderland Cemetery.

Conservation Areas

Policy DM7.10 - The City Council will ensure that the significance and diverse and distinctive characteristics of the city's Conservation Areas are sensitively conserved and sustainably managed. In order to achieve this the City Council will:-

- a) Require development to accord with the objectives and proposals of the adopted Character Appraisal and Management Strategy (CAMS) for the respective Conservation Area
- b) support development proposals that otherwise make a positive contribution to the character and distinctiveness of the conservation area
- c) support proposals for the conversion and adaptive reuse of vacant or underused significant buildings of heritage/townscape value in a sensitive manner
- d) normally refuse permission for the demolition of any building or structure that makes a positive contribution to the character and appearance of the Conservation Area. Applications will be expected to satisfy the same requirements as those to demolish listed buildings and consent to demolish will only be given when acceptable plans for redevelopment have been agreed
- e) normally resist development of significant open spaces and the loss of any trees that contribute to the essential character of Conservation Areas and the settings of individual buildings within them, unless there are clear heritage or environmental benefits that outweigh the loss
- f) Use Article 4 Directions, where appropriate, to restrict permitted development rights and protect features of historic/architectural importance; applications submitted as a result of a Direction will be required to accord with the guidelines in the relevant CAMS
- g) Require new buildings to be of high design quality, to respect and enhance the established historic built form, street plan and settings of Conservation Areas and important views and vistas into, within and out of the areas, and make a tangible and long-lasting positive contribution to their townscape value

Alternative Approaches

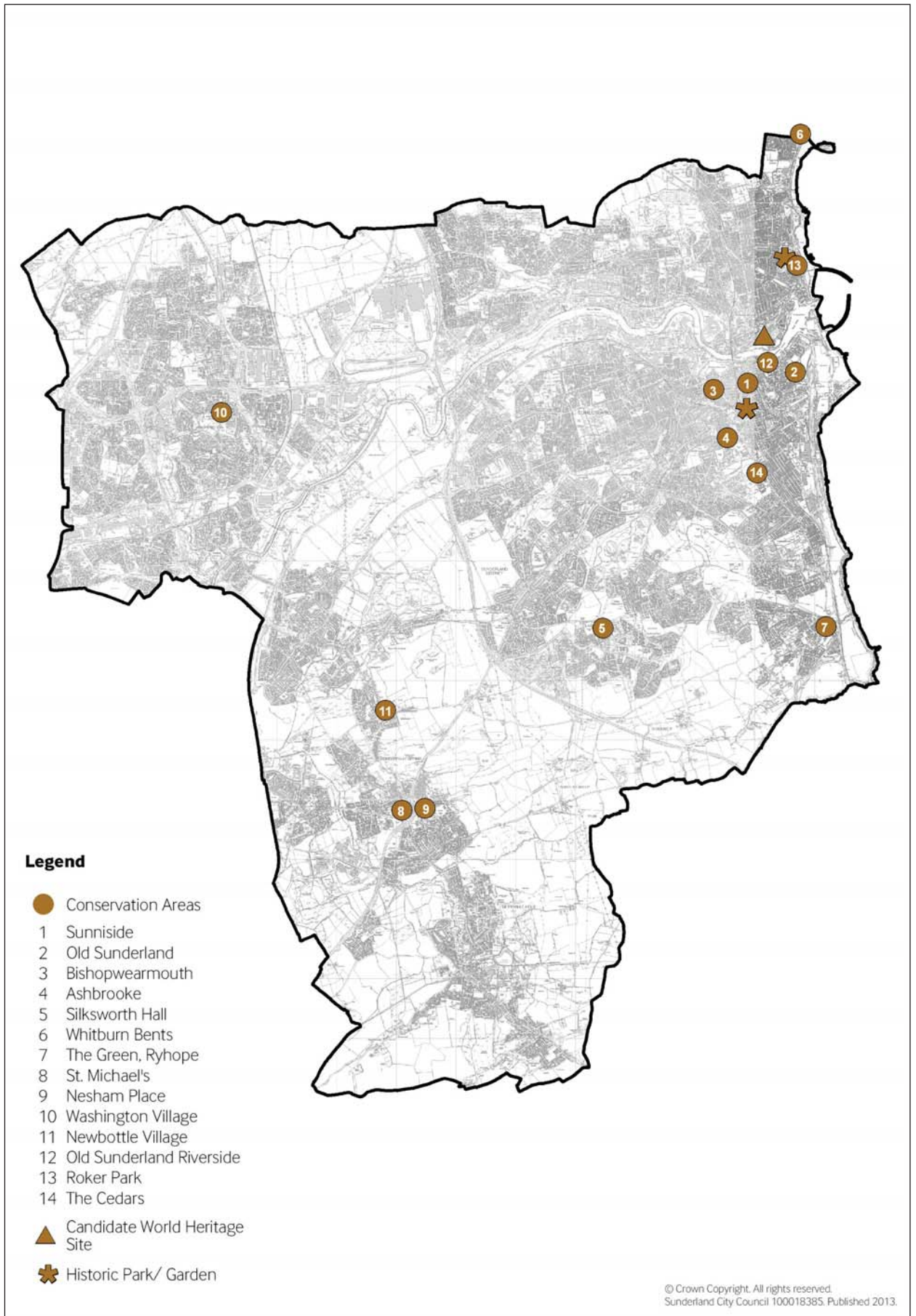
Reiterates NPPF policy on conserving and enhancing the historic environment. **There is no reasonable alternative.**

- 19.30 There are currently 14 Conservation Areas in the city, ranging from City Centre and riverside areas to pre-conquest villages to the Victorian suburb of Ashbrooke and the coastal resort of Roker, each with their own unique character and local distinctiveness. Conservation Areas are defined as "areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance", and they are the only type of designated heritage asset that is designated at the local level by the Local Authority. Designation is dependent on the overall quality and interest of an area, rather than individual buildings, though the majority of the city's listed buildings are located within Conservation Areas.
- 19.31 Character Appraisals and Management Strategies (CAMS) have been adopted as formal Planning Guidance for 12 of the city's 14 Conservation Areas. These documents are material considerations in the decision-making process. A draft CAMS has been prepared to cover the remaining 2 conservation areas – Old Sunderland and Old Sunderland Riverside – and it is anticipated this will be adopted by the end of 2013/14. Development proposals in Conservation Areas will be considered against the Management Objectives and Management

Proposals in the relevant CAMS or otherwise on the basis of whether they preserve and enhance the significance of the Conservation Area. Proposals which support the objectives and proposals of the CAMS or otherwise make a positive contribution to the character and distinctiveness of the Conservation Area will normally be approved.

- 19.32 Proposals to demolish unlisted buildings which are identified in the relevant CAMS as making a positive contribution to the Conservation Area will normally be refused. Applications will be expected to be accompanied by the same level of supporting information as those to demolish listed buildings.
- 19.33 Article 4 Directions are an effective mechanism of planning control to protect key features of Conservation Areas and help to stem the gradual erosion of their character and appearance. The council has been very proactive in protecting groups of important buildings in Conservation Areas through the making of Article 4 Directions. Directions are in place in 7 Conservation Areas and have been particularly effective in conserving the townscape character and architectural integrity of these areas. Each Direction is supported by a guidance note in the relevant CAMS which explains the council's requirements for different types of proposed works, thereby establishing clarity and consistency in the application of the Direction.
- 19.34 The council will consider making further Article 4 Directions where buildings are identified (through the preparation of a CAMS, other studies and research or as part of the development management process) as being of such architectural and historic merit to warrant this extra level of protection.
- 19.35 Proposals for the sympathetic and creative re-use and adaptation of vacant and underused historic buildings in conservation areas will be encouraged. Such proposals will normally be supported, especially where they provide a sustainable future for heritage assets identified as being at risk.
- 19.36 The council will require all forms of new developments within and adjacent to Conservation Areas to display high quality designs that respect and enrich their historic context and the fundamental character of the Conservation Area, as defined in the relevant CAMS. Proposals for new buildings in Conservation Areas will be considered using the same principles to those affecting the settings of listed buildings. Hence, issues of height, massing, bulk, proportions, use of materials, alignment and orientation, form and styling, relationship with surrounding heritage assets, and views into, within and out of the conservation area will be of paramount importance.

Figure 16: Conservation Areas and Historic Parks and Gardens



Non-designated heritage assets

Policy DM7.11 - Development affecting non-designated heritage assets, whether locally listed, identified in the Historic Environment Record, through characterisation studies and research, or identified as part of the application process, should have particular regard to the conservation of the heritage asset, its features and its setting, and make a positive contribution to local character and distinctiveness.

Alternative Approaches

Reiterates NPPF policy on conserving and enhancing the historic environment. **There is no reasonable alternative.**

- 19.37 Sunderland contains many heritage assets that are not designated but nevertheless make a positive contribution to the industrial, social and cultural heritage of the city, and are of particular importance to local communities and the quality of the city's townscape and landscape. These assets are representative of a wide range of different types of buildings, structures and spaces, including archaeological remains, and are distributed throughout the city. Examples include Sunderland Cottages within the city's residential conurbations, farmhouses, barns and other agricultural buildings predominantly in the outlying rural parts of the city and surviving waggonways/railways, engine sheds, staiths, garths and quays from Sunderland coal mining and shipbuilding history.
- 19.38 The City Council does not currently have a local list of undesignated heritage assets but will consider preparing one in the future. This does not mean that the impact of a proposal on a non-designated heritage asset should not be taken into account in determining planning applications. In considering development proposals affecting non-designated heritage assets, and where necessary their settings, the City Council will have regard to the conservation of the heritage asset and its contribution to local character and distinctiveness in weighing the up the merits of the proposal.

Archaeology and Recording of Heritage Assets

Policy DM7.12 - The City Council will ensure the preservation, protection and where possible the enhancement of the city's archaeological heritage. Where proposals affect heritage assets of archaeological interest, preference will be given to preservation in situ. However where loss of the asset is justified in accordance with the NPPF, the remains should be appropriately recorded, assessed, analysed, disseminated, the findings published, and the archive report deposited with the Tyne and Wear Historic Environment Record.

Where demolition of a designated built heritage asset or undesignated building of significance has been justified, or substantive changes are to be made to the asset, works must not commence until archaeological recording of the asset has been carried out and deposited with the Historic Environment Record.

Alternative Approaches

Reiterates NPPF policy on conserving and enhancing the historic environment. **There is no reasonable alternative.**

- 19.39 The City's archaeological remains are a rare record of the evolution of civilisation in Sunderland, giving people the opportunities to experience and learn about their past.

- 19.40 The Tyne and Wear Historic Environment Record (HER) is compiled, maintained and continually updated by the County Archaeologist on behalf of the five Tyne and Wear authorities. The City Council is required, in accordance with paragraph 141 of the NPPF to make publicly available information on the significance of heritage assets gathered as part of plan-making or development management. The Council therefore provides information as and when opportunities arise through these processes, and takes a pro-active approach towards this gathering of information, for inclusion in the HER.
- 19.41 Such opportunities arise in particular with development proposals that seek to demolish or make substantive physical changes to heritage assets. In such cases the Council will require an appropriate level of archaeological assessment, historic and architectural appraisal and other relevant analysis deemed necessary to enable firstly, the impact of the proposed development on the significance of the heritage asset (and its setting where appropriate) to be fully understood and appraised, and secondly, an appropriate level of archaeological recording to be made of the asset's state prior to works being carried out. Typically the type of assessments/appraisals required will comprise an archaeological building recording and statement of significance of the asset, depending on the extent of works involved. Occasionally, elements of the building recording can be conditioned where it is not essential to understanding the impact of the proposed works.

Heritage at Risk

Policy DM7.13 – In considering proposals affecting heritage assets identified as being at risk the City Council will:-

- a) Support their conversion and adaptation where this secures their sympathetic repair, re-use in appropriate uses and sustains their significance into the future
- b) Explore opportunities for grant-funding to secure their conservation and make viable schemes for their re-use
- c) Positively engage with owners and partner organisations to develop schemes that will address the at-risk status of the assets

Alternative Approaches

Reiterates NPPF policy on conserving and enhancing the historic environment. **There is no reasonable alternative.**

- 19.42 The City currently has 8 buildings/structures/sites and 2 Conservation Areas on English Heritage's At Risk Register. These comprise the Old Sunderland and Old Sunderland Riverside Conservation Areas, Track, Wagon Shop and structures at Bowes Railway Museum, Hylton Castle and St Catherine's Chapel, Doxford House, Christ Church, Washington F-Pit, Fulwell Acoustic Mirror and Monkwearmouth Museum screen wall.
- 19.43 English Heritage's Register only includes Scheduled Ancient Monuments, Grade I and II* listed buildings and conservation areas, and occasionally grade II listed building in conservation areas. There are numerous grade II listed buildings and non-designated heritage assets across the City, the condition and vacancy of which also places them at risk.
- 19.44 The City Council has developed and continues to evolve a variety of initiatives and measures to address Heritage-at-Risk across the City, which are often an integral part of the development management process. The Council through its Heritage Protection Team will work with property owners, developers and their professional advisers at pre-application stage to help source funding and agree sympathetic ways of repairing and restoring heritage

assets, and develop often innovative ways of converting and adapting them to accommodate uses that secure their future in beneficial usage.

- 19.45 Other measures include preparing management strategies for the City's Conservation Areas and development briefs for the disposal of heritage assets, usually in council-ownership. These documents identify the future conservation and managements needs of the assets and provide clear guidance to prospective developers on the conservation requirements of the sites thus ensuring the significance of the heritage assets is sustained in future uses of the sites. These documents are essential tools in the development management process that are used by architects and developers to inform the design process in the preparation of proposals and by the Council in the consideration of planning applications.
- 19.46 Sourcing external funding is increasingly becoming an important mechanism for the Council to address heritage-at-risk. The Council has secured grants from external organisations i.e. English Heritage, Heritage Lottery Fund, to repair and restore designated heritage assets on English Heritage's at-risk register, and deliver area-based conservation-led regeneration schemes. At the current time, there are several schemes in progress or being developed utilising external funding that are specially dealing with those heritage assets on English Heritage's At-Risk Register, the aim being to secure the removal of the assets from the register and satisfy their conservation needs in the immediate and long term. These schemes include the undertaking of urgent repair works to the Wagon Shop at Bowes Railway with a grant from English Heritage, and the repair and enhancement of Fulwell Acoustic Mirror with funding from both English Heritage and Heritage Lottery Fund. The Council also jointly funds with the HLF an area-based Townscape Heritage Initiative in the Old Sunderland and Old Sunderland Riverside Conservation Areas. This initiative is building on the successes of previous jointly funded grant schemes with English Heritage in the Conservation Areas to restore and return to beneficial uses from derelict states numerous key listed buildings.

Access and enjoyment of the historic environment

Policy DM7.14 - The City Council will encourage proposals that retain, create or facilitate public access to heritage assets to increase understanding, appreciation and enjoyment of their significance, special qualities and cultural values.

Proposals should, where appropriate to the use, demonstrate that all reasonable steps have been taken to ensure heritage assets are accessible to all user groups and that this can be achieved without harming the significance of the asset.

Alternative Approaches

Reiterates NPPF policy on conserving and enhancing the historic environment. **There is no reasonable alternative.**

- 19.47 Conservation of the city's historic environment goes hand in hand with enjoyment of its heritage assets, often facilitating understanding, appreciation of their special qualities and creating or improving access to them for the local and wider community. Restoration and enhancement schemes, especially those with funding from English Heritage or Heritage Lottery Fund, often incorporate physical and web-based interpretation, public accessibility and educational requirements, and heritage skills training, in order to disseminate appreciation and enjoyment of the history and importance of the heritage asset to a wider audience.

The Natural Environment

Development within the Green Belt

Policy DM7.15 - Proposals for development in the Green Belt should accord with Chapter 9 of the NPPF 'Protecting Green Belt Land'.

Alternative Approaches

Reiterates NPPF policy on Green Belt. **There is no reasonable alternative.**

- 19.48 The National Planning Policy Framework continues to protect the Green Belt from inappropriate development. Inappropriate development is, by definition, harmful to the Green Belt. The NPPF confirms that the essential characteristics of Green Belts are their openness and permanence, but development may also harm other characteristics.
- 19.49 The council will impose strict controls, in accordance with the NPPF, on the nature and form of development within the Green Belt. The construction of most types of new building in the Green Belt is inappropriate development, and will be resisted, in order to protect the Green Belt's purpose and character, unless there are 'very special' circumstances which outweigh the harm to the Green Belt. The 'very special' circumstances required to justify inappropriate development will not be considered to exist unless the harm (by reason of inappropriateness and any other harm) is clearly outweighed by other considerations. Proposals for development within the Green Belt will be considered against the relevant provisions within the NPPF and policy DM7.18.
- 19.50 Several small settlements are included within the Green Belt e.g. Burdon and Offerton. Proposals for extensions and alterations within these areas will be assessed in accordance with the NPPF and DM6.18. In accordance with the NPPF residential gardens do not constitute previously developed land and proposals for their development will constitute inappropriate development within the Green Belt.

Settlement Breaks

Policy DM7.16 - In order to prevent the merging of settlements, development will not be permitted where it would prejudice the aims of maintaining the open character of settlement breaks as identified on the key diagram.

Alternative Approaches

The policy accords with Core Strategy Policy in preventing the merging of settlements. There is no reasonable alternative.

- 19.51 The retention of open breaks between settlements is a longstanding element of planning policy for the city. Settlement breaks help to retain the distinct physical characteristics of the city's constituent communities, assist in the regeneration of the older or poorer quality urban areas by focusing resources and investment into the built-up area, and provide open space lungs, sometimes incorporating leisure/recreational facilities which help to alleviate local deficiencies.
- 19.52 The same approach applies to land within Settlement Breaks as land within the Green Belt. Applications for development within Settlement Break should be assessed in accordance with policy DM7.18.

Agricultural Land

Policy DM7.17 – When considering development proposals or change of use which would result in the irreversible loss of agricultural land consideration will be given to:-

- a) the quality of the agriculture land being considered, preference being for the use of poorer quality land (Grades 3b-5)
- b) Positive sustainability factors (including any reduction in the need to travel)
- c) The effect on farm size, structure and viability
- d) The recommendations of the Department of the Environment and Rural Affairs and other relevant bodies
- e) the feasibility of restoration to an equivalent grade of agricultural land

Where the above can not be adequately satisfied planning permission will not normally be granted.

Alternative Approaches

The policy accords with the NPPF, taking account of the best and most versatile agricultural land. **There is no reasonable alternative.**

- 19.53 The NPPF requires authorities to take into account the economic and other benefits of the best and most versatile agricultural land.
- 19.54 The Agricultural Land Classification (ALC) system classifies land into five grades, with Grade 3 subdivided into Subgrades 3a and 3b. The best and most versatile land is defined as Grades 1, 2 and 3a, and is the land which is most flexible, productive and efficient in response to inputs and which can best deliver future crops for food and non food uses such as biomass, fibres and pharmaceuticals.
- 19.55 Available ALC information indicates a predominance of good to moderate quality land throughout the city. Much of the better quality land is found on the areas underlain by Magnesian limestone to the east of Houghton le Spring. This represents some of the highest quality agricultural land in Tyne and Wear. Land is currently surveyed on an ad-hoc basis.
- 19.56 When considering applications for planning permission that affect agricultural land, the implications upon farming and quality of land is to be considered together with the environmental and economic implications. In assessing such factors, the council will bear in mind that once agricultural land is developed, even for “soft” uses such as golf courses, its return to best quality land is seldom practicable. The need to control the rate at which land is taken for development will also be a factor in any assessment.

New Development in the Countryside (including Green Belt and settlement break)

Policy DM7.18 - Development proposals in the countryside will require special justification for planning permission to be granted. Proposals should be necessary for the efficient operation of agriculture, horticulture, forestry and other rural businesses.

All development should be well designed, in keeping and in scale with its location, and sensitive to the character of the countryside and local distinctiveness.

The applicant will be expected to comply with the following, when submitting a planning application:

New rural dwellings

- a) New permanent dwellings should only be allowed to support existing rural activities on well-established units, providing it is demonstrated that:
 - i. there is a clearly established existing functional need
 - ii. the need relates to a full-time worker, or one who is primarily employed in a rural activity and does not relate to a part-time requirement
 - iii. the unit and the rural activity concerned have been established for at least three years, have been profitable for at least one of them, are currently financially sound, and have a clear prospect of remaining so
 - iv. the functional need could not be fulfilled by another existing dwelling on the unit, or any other existing accommodation in the area which is suitable and available for occupation by the workers concerned; and
 - v. other planning requirements, e.g. in relation to access, or impact on the countryside, are satisfied

Where the business has not been established for three years and the permanent dwelling can not be justified consideration will be given to temporary accommodation.

Proposals for temporary accommodation will also be subject to points i, ii, iv, v of the above criteria and will have to provide clear evidence of a firm intention and ability to develop the enterprise concerned.

New rural development

- b) New rural development will be supported where the applicant can provide the following evidence:
 - i. the scale, nature, design, materials and siting of the development is compatible with the existing development; and in close proximity to it
 - ii. it will not result in a scale of activity that has a detrimental impact on the surrounding area
 - iii. the proposal should be of a use that relates well to its setting
 - iv. the proposal has regard to the immediate road network and accessibility to the primary road network, and should not lead to traffic movements that would prejudice highway safety, the free flow of traffic, or materially harm the living conditions of local residents

- v. with regards new buildings it can be demonstrated that no existing on-site building is suitable for the proposed use

Rural Diversification

- c) Proposals for rural diversification must be supported by evidence to demonstrate that:
 - i. the diversification scheme contributes to the viability of the rural activity as a whole and its continued operation, or to the sustainability of the local community;
 - ii. The proposal either retains existing, provides additional or creates alternative employment, or is for community purposes; and,
 - iii. The proposal does not involve a residential use except where consistent with other Strategic or Development Management policies.

Conversions

- d) The conversion, adaptation and reuse of rural buildings will be permitted provided that:
 - i. any necessary modifications, alterations or extensions do not increase the scale, or adversely affect the form and character of existing buildings, but are designed to reflect and compliment them; and
 - ii. proposals do not involve the conversion of a recently constructed agricultural building(s)
 - iii. the use of the building has been properly implemented for agricultural purposes
 - iv. the applicant has demonstrated that alternative rural activities for the building are not available or viable
 - v. the proposal is necessary to support an established rural activity
 - vi. with regards residential, the creation of a residential curtilage will not have a harmful impact on the character of the Countryside.

Where substantial reconstruction is necessary, the proposal will be considered in the same way as a new building in the Countryside and assessed against other Strategic and Development Management policies of this Core Strategy.

Alternative Approaches

The policy is an extension of the NPPF policy, but rather than dealing with applications on their merits and on a case by case basis it was considered prudent to include a policy that provides more detail- along the lines of PPS7- Annex A. **There is no reasonable alternative.**

- 19.57 The planning system recognises that it plays an important role in supporting and facilitating development and land uses which enable those that earn a living from, and help to maintain and manage the countryside continue to do so. However, careful consideration has to be given to proposals in the countryside to ensure that they are necessary for the efficient operation of agriculture, horticulture, forestry, and other rural businesses. As such, proposals of this nature require special justification to be considered acceptable.

New rural dwellings

- 19.58 In demonstrating a functional need (Policy DM7.18.a[i]) consideration should be given to the following:
- A functional need is necessary to establish whether it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times. (Such a requirement might arise, for example, if workers are needed to be on hand day and night; in case animals or agricultural processes require essential care at short notice or to deal quickly with emergencies that could otherwise cause serious loss of crops or products).
 - If the functional requirement is established, consideration will be given to the number of workers needed to meet it, which will be derived from the scale and nature of the enterprise.
- 19.59 In demonstrating that the unit and the activity are financially viable and established (Policy DM7.18.a[iii]):
- A financial test is necessary and evidence of the size of the dwelling which the unit can sustain. A realistic approach will be taken to the level of profitability, taking account of the nature of the enterprise concerned.
- 19.60 The dwelling proposed should be of a size commensurate with the established functional requirement. Dwellings that are unusually large in relation to the rural needs of the unit, or unusually expensive to construct in relation to the income it can sustain in the long-term, will not be permitted. It is the requirements of the enterprise, rather than those of the owner or occupier that are relevant in determining the size of the dwelling that is appropriate to a particular holding.
- 19.61 If the council is particularly concerned about abuse, the history of the holding will be investigated.

New rural development

- 19.62 New development in rural areas can help sustain existing businesses and boost the rural economy. Development of this nature will be supported by the City Council provided proposals are compatible with the existing area and are of a scale and nature which does not detract from the surrounding area. In respect of proposed new buildings, existing on-site buildings must be considered first.

Rural Diversification

- 19.63 It is recognised that diversification into non-agricultural activities is vital to the continuing viability of many rural enterprises and as such the Local Planning Authority will be supportive of well-conceived schemes for business purposes that contribute to sustainable development, help to sustain the rural enterprise and are consistent in their scale with their rural location.

Conversions

- 19.64 To promote a strong rural economy the council will support the re-use of appropriately located and suitably constructed existing buildings in the countryside where this would contribute to sustainable development.

Landscape Character

Policy DM7.19 - Development proposals in areas of high landscape value, or where it is considered necessary by the City Council, will be required to include landscaping schemes which retain or enhance existing landscape features or offer appropriate mitigation measures for loss of landscape features to reflect local landscape character.

Alternative Approaches

The policy accords with the NPPF in protecting and enhancing valued landscapes. **There is no reasonable alternative.**

- 19.65 The policy emphasises the importance of local character and distinctiveness and ensuring that the new development relates to and enhances areas of high landscape value. The draft Landscape Character Assessment for Sunderland will need to be given due regard when submitting proposals that could have an impact on the landscape in order to assess the possible landscape impacts of any proposals.

Woodlands/Hedgerows and Trees

Policy DM7.20 - New proposals should retain all trees, woodlands and hedgerows of amenity and wildlife value. Consideration must be given to both individual merit as well as general contribution to amenity and their interaction as part of a group within the broader landscape setting. Where trees, woodlands and hedgerows cannot be retained, justification, mitigation and compensation measures should be outlined in a planning statement. There should be an emphasis on native species in rural, urban fringe and semi natural areas. Urban areas may include a combination of native and non-native species with the aim of promoting increased bio-diversity.

Where on-site compensation cannot be provided, a financial contribution of the full cost of appropriate replacement and successful establishment will be required.

Development near trees must be carried out to the relevant British Standards currently BS 5837.

Housing development schemes that include the planting of new trees must follow the recommendations of the National House Building Council's Practice.

No new developments are to be positioned where they will be excessively dominated by or be solely under the crown of protected trees.

An arboricultural report must be undertaken by a qualified person and be submitted as part of any proposal which impacts upon trees.

The Council will seek the retention and protection of trees which are subject to Tree Preservation Orders (TPOs) and those trees within Conservation Areas which make a valuable contribution to its character and appearance.

Applications proposing the felling of TPO trees and/or trees within Conservation Areas must be accompanied by supporting justification and will be considered on their own merits with regard to their amenity value and contribution to the character of an area.

Applications proposing the felling of TPO trees must also include details of a suitable scheme of re-planting to replace the removed trees.

Alternative Approaches

The policy recognises the important role of Woodland/hedgerows/tree for biodiversity habitat and residential environments in accordance with the NPPF. **There is no reasonable alternative.**

- 19.66 Woodlands and trees play an extremely important role in the landscape and environmental quality of the city. Existing trees and landscaping can be a valuable resource and, where it is desirable to retain them (including any statutorily protected trees), the design and layout of new development must allow for this, including details of measures to protect retained trees and landscaping during construction.
- 19.67 Detailed schemes of landscaping should be submitted with the planning application or may be required as a condition of planning permission where appropriate. Proposals which fail to make satisfactory arrangements for landscaping or the tree protection of retained trees will be refused.
- 19.68 British Standard 5837:2012 Trees in Relation to design, demolition and construction recognises that trees need to be properly protected during construction periods. This document provides guidance on planting and protecting trees during construction and the level of information required for full surveys.
- 19.69 Tree Preservation Orders (TPOs) are particularly important in controlling the felling and pruning of trees or woodlands which make a significant contribution to the environment. New orders will continue to be made where trees of amenity value are at risk. The council will take enforcement action against those who deliberately damage or remove protected trees.

Biodiversity

Policy DM7.21 - Development proposals adjacent to a designated site (including its buffer zone) will contribute to its long term positive conservation management as agreed in writing with the City Council.

Development and land use changes that are considered to have an unacceptable adverse effect on priority habitats or species, or would cause fragmentation of wildlife corridors, including stepping stones, and do not include appropriate mitigation measures will not be considered favourably.

Developments are required to implement measures in agreement with the City Council that protect and aid the recovery of priority species populations.

Where development results in significant harm to biodiversity an alternative habitat will need to be provided to sustain or enhance current populations and facilitate the survival of an individual or group of species. Failure to do this will render proposals unacceptable.

Alternative Approaches

The policy reflects the NPPF requirement for councils to conserve and enhance the natural environment. **There is no reasonable alternative.**

- 19.70 The need for strong protection of nationally and internationally recognised environmental assets, landscapes, habitats and ecological networks is emphasised in the NPPF. Local authorities are required to protect valued landscapes, minimise impacts on biodiversity and provide net gains in biodiversity where possible, aiming to halt the overall decline in biodiversity which has occurred over recent years.

- 19.71 The general principle of the policy is to ensure the protection, management and enhancement of all natural environmental assets and the more significant the asset, the greater the presumption in favour of its protection. It is expected that in the majority of cases, priority habitats and species will have already been identified on a site-specific basis and are protected through national and local designations.
- 19.72 Where a development proposal contains, or is adjacent to, a designated site, proposals should take account of their buffer zones and where possible incorporate or enhance them as part of the development.
- 19.73 Development likely to have a significant impact on priority habitats and species will be refused.

Green Infrastructure

Policy DM7.22 – Development proposals must protect, enhance and support multifunctional Green Infrastructure through the following means:-

- i. Removing corridor gaps and reducing areas of corridor weakness
- ii. Supporting the management of existing wildlife corridors and Green Infrastructure networks
- iii. Reconnecting fragile habitats that are susceptible to fragmentation by intensive land use, transport routes or urban development
- iv. Applying climate change mitigation and adaptation measures
- v. Developing walking and cycling routes through the corridors, and
- vi. Supporting the development and enhancement of formal and natural greenspace provision and supporting local landscape character.

The provision and design of Green Infrastructure must be compatible with the habitats and/or species for which a site has been designated or it is desirable to retain or promote across a given area.

Where Green Infrastructure is to be implemented as part of a development proposal, a long term maintenance/management plan will be required to ensure the long term durability of the Green Infrastructure.

Alternative Approaches

The policy requirement reflects the important role of green infrastructure in the NPPF. **There is no reasonable alternative.**

- 19.74 This policy would help in delivering an integrated network of multi functional green infrastructure. The green infrastructure corridors are safeguarded for the most part either through national protection (such as Sites of Special Scientific Interest), through regional and local landscape designations of various types and through established policy protection of other areas of community open space which have recreational or amenity value.
- 19.75 In safeguarding and enhancing Green Infrastructure corridors, climate change mitigation measures should be implemented. Mitigation measures could include surface water storage, contribution to sustainable drainage systems, extreme temperature regulation and carbon capture.

Greenspace

Policy DM7.23 - New developments will be required to contribute towards the provision of new and enhanced greenspace, in accordance with the quantity and quality standards and area needs set out in the City Councils Greenspace Report.

Public and private greenspace will be protected from development which would have an adverse effect on its amenity, recreational or nature conservation value.

The development of a site that is currently used, or its last use was for green space or for sport or recreation will only be permitted provided that it can be demonstrated the development brings substantial benefits to the community that would outweigh the harm resulting from the loss of open space; and

- a) A replacement facility which is at least equivalent in terms of usefulness, attractiveness, quality and accessibility, and where of an appropriate quantity, to existing and future users is provided by the developer on another site agreed with the council prior to development commencing; or
- b) If replacement on another site is neither practicable or possible an agreed contribution is made by the developer to the council for new provision or the improvement of existing green space or outdoor sport and recreation facilities and its maintenance within an appropriate distance from the site or within the site; or
- c) A combination of criteria a and b, and in the case of playing fields, the development is approved by Sport England.

Alternative Approaches

The policy requirement reflects the important role of green space in the NPPF. **There is no reasonable alternative.**

- 19.76 Green space is a valuable asset to the community, places for people to participate in organised sport, play, for informal recreational activity and for appreciating the natural environment. The benefits of greenspace to human health and wellbeing are well documented, and the need to retain open space for these uses will continue to be important as the city's population grows.
- 19.77 The Greenspace Report will establish the particular greenspace needs of an area and the quality and quantity standards required. In some instances, it may be necessary for contributions in lieu to be sought where there is sufficient quantity of greenspace in an area but the quality is poor. Where necessary the applicant will be required to provide detailed information on how and when the greenspace will be implemented and once implemented how the greenspace will be maintained and managed throughout its lifetime.
- 19.78 The National Planning Policy Framework stipulates that existing open space, sport and recreation facilities should not be built on unless clearly surplus to requirements, or where the loss would be replaced by equivalent or better provision in terms of quantity and quality, or where the need for and benefits of the development clearly outweigh the loss.
- 19.79 In certain cases, a proposed development might be able to offer the opportunity for alternative provision with comparable community benefit. In this case, exceptions to the policy would be considered that satisfy the criteria set out in Policy DM7.23.

Local Environmental Quality: General

Policy DM7.24 - The City Council will protect and improve local environmental quality and amenity by:-

- a) ensuring account is taken of the impact of existing sources of air, noise, dust and smell or other pollution on new development and appropriate mitigation measures are implemented where necessary,
- b) ensuring account is taken of the impact of the new development on the amenity of existing uses by reason of its sensitivity to air, noise, dust and smell or other pollution and appropriate mitigation measures are implemented where necessary.

19.80 Any consideration of the quality of air and potential impacts arising from development is capable of being a material planning consideration. In considering proposals the council must take appropriate account of the risks to development from existing pollution, not only in terms of direct pollution impacts, but also in terms of the potential for complaints against the existing use which may result in constraints being placed on existing businesses (which may jeopardise viability). Consideration must also be given to the risks to existing development from proposed pollution generating uses. Proposals must adequately demonstrate how these risks can be managed or reduced.

Amenity

Policy DM7.25 - When considering the impact of new development on amenity, the City Council will have regard to the following:-

- a) privacy/overlooking
- b) outlook
- c) access to daylight and sunlight
- d) noise, vibration and disturbance
- e) the resulting physical relationship with other properties
- f) light spillage, air quality and other forms of pollution
- g) safety and security
- h) bad neighbour uses; and
- i) any other appropriate/relevant considerations

Development will only be acceptable where it would not cause an unacceptable loss of amenity to adjoining or future occupiers of the development or suitable mitigation measures are incorporated into the proposal.

Alternative Approaches

The policy accords with the NPPF approach to local environmental quality. **There is no reasonable alternative.**

- 19.81 New development, redevelopment or alterations to existing buildings can themselves remedy environmental deficiencies and contribute to the quality of life of the city's residents. New development should take into account the amenities of adjoining properties, with particular attention being paid to the scale of new buildings in relation to existing surrounding development, daylight, sunlight effects, siting, elevational treatments and the use of appropriate materials. The policy seeks to ensure high standards of amenity in new development and contribute to a safe, quiet and attractive environment.

Water Management

Policy DM7.26 - The City Council will seek to appropriately address water related issues within the city:-

Flooding

- a) In line with the Sequential Test, development should be directed away from sites at the greatest risk of flooding, and towards sites with little or no risk of flooding; this should take account of all sources of flooding identified in the Sunderland Strategic Flood Risk Assessment (SFRA).

Where development proposals affect an area identified as at risk from flooding, a site specific flood risk assessment and/or drainage strategy is required to be submitted in support of the application.

Where appropriate, adequate mitigation measures should be incorporated into proposals.

Sustainable Urban Drainage Systems

- b) All new development should minimise surface water run-off. Sustainable Drainage Systems (SuDS) should be implemented as part of new development, where feasible. Where SuDS cannot be implemented justification should be provided outlining the reasons and demonstrating alternative sustainable approaches to managing surface or groundwater flooding.

Water Protection

- c) New development should not have a detrimental impact on the city's water resources, including the Magnesian Limestone Aquifer and its protection zones.

Development along the River Wear and Coast should take account of the Northumbria River Basin Management Plan, to deliver continuing improvements in water quality.

Alternative Approaches

The policy accords with the NPPF approach to local environmental quality. **There is no reasonable alternative.**

- 19.82 To help adapt to expected climate change, the policy provides the broad framework for addressing the increased risk of flooding including a requirement for sustainable drainage systems.
- 19.83 Floods can occur on any ground when rainfall exceeds the natural drainage capacity of a site. In addition to rainfall changes, climate change is likely to increase the impact of other weather events in Sunderland, with the key risks likely to arise from sea level rise and extreme heat events.

- 19.84 The council's SFRA will enable the council to ensure that development is located away from areas that are identified as most at risk from flooding and to ensure existing flooding issues are not exacerbated.
- 19.85 Sustainable Drainage Systems (SuDS) should be used to minimise the risk and impacts of flooding and can be designed to function in most settings through flexible design. Developers will be expected to provide and fund effective SUDS maintenance programmes.
- 19.86 The council, together with the Environment Agency and the water providers are committed to protecting the city's water resources. It is of utmost importance that the aquifer which provides the city's drinking water and watercourses are protected from contamination from pollutants.
- 19.87 Sunderland falls within the Northumbria River Basin Management Plan (RBMP) which provides cross-boundary guidance on good practice and measures for improvement. Drawn up by the Environment Agency, RBMPs aim to provide integrated management of surface and groundwater bodies across individual regions.

Ground Conditions

Policy DM7.27 - Where development is proposed on land where there is reason to believe is either unstable or potentially unstable, contaminated or potentially at risk from migrating contaminants or gases, it will be necessary to ensure any risks have been fully assessed and where necessary preventive, remedial or precautionary measures appropriate to the intended use of the land are included as part of the development proposal.

Alternative Approaches

The policy accords with the NPPF on the grounds of pollution and land instability. **There is no reasonable alternative.**

- 19.88 In accordance with the provisions of the NPPF, the council must ensure that sites are suitable for development taking account of ground conditions, pollution arising from previous uses and any proposals for land remediation.
- 19.89 The council must satisfy itself that the potential for contamination and any risks arising are properly assessed. Affected development must incorporate remediation and management measures. These must deal with risks of water pollution, contamination from site works, and health risks for end users.
- 19.90 Where a site is affected by contamination or land stability issues, the responsibility for securing a safe development rests with the developer and/or landowner (NPPF, para 120). Accordingly, the developer should be able to demonstrate that an appropriate site investigation has been undertaken which shows no evidence of contamination on the site likely to affect the grant of a planning permission. The report should be submitted with a planning application and the council will consult the Environment Agency and take account of environmental health officer advice in assessing such reports.
- 19.91 If contamination is shown, the developer must also demonstrate that a method of treatment necessary to deal with any hazards found has been agreed or conditions requiring such measures to be implemented can be attached. Such measures must ensure that water resources and other environmental resources are not adversely affected, further migration of gases and substances is prevented, and that appropriate remediation takes place on-site to secure a safe development that is suitable for its proposed use

Health and Safety Executive areas

Policy DM7.28 - Any development within the specified distances from the sites identified as 'notifiable installations' must take account of any risks involved and the need for appropriate separation between hazardous installations and incompatible uses.

The development of new notifiable installations must be located in appropriate areas and take account of any risks involved and the need for appropriate separation between hazardous installations and incompatible uses.

Hazardous Substances

Policy DM7.29 - Proposals involving the introduction, storage or use of hazardous substances which would create potential risk and could not be acceptably mitigated against will not be permitted.

Alternative Approaches

The policy accords with NPPF guidance on Major Hazards. **There is no reasonable alternative.**

- 19.92 Sites and installations which have quantities of hazardous substances present on site are designated as notifiable installations by the Health and Safety Executive (HSE). Consultation zones are defined around these hazardous installations and the City Council is required to consult with the HSE on certain proposals for development within such zones. The council will be guided by HSE advice in determining whether a proposed development may proceed as submitted or whether protection measures could overcome any safety objections. Further information can be found at www.hse.gov.uk
- 19.93 The siting of new notifiable installations will be managed with the aim of keeping the installations separate from housing and other sensitive land uses with which the installations would be incompatible. The council will consult the Health and Safety Executive and the Environment Agency about the siting of proposals for new notifiable installations.



Chapter 20:

Renewable Energy Development

Renewable Energy Development

Policy DM8 - In considering proposals for renewable energy developments, together with any ancillary buildings and infrastructure, consideration will be given to the potential impacts on:-

- a) The surrounding natural, built and cultural landscape and townscape including buildings, features, habitats and species of national and local importance; and
- b) The amenity of local residents including visual intrusion, air, dust, noise, odour, traffic generation, recreation and access; and
- c) Air traffic operations, radar and air navigational installations

Applications within the Green Belt will also be considered against Paragraph 91 of the NPPF.

Details of mitigation and/or compensation measures will be required to be submitted with the planning application. Where necessary the applicant may be required to include a satisfactory scheme to restore the site to a quality of at least its original condition once operations have ceased.

Alternative Approaches

The policy accords with the NPPF on guidance on Renewable Energy Development. **There is no reasonable alternative.**

- 20.1 The policy focuses on the key criteria that will be used to judge applications. This policy applies to all types of standalone renewable energy, including wind turbines, biomass generators, anaerobic digestion plants and other energy from waste technologies, hydropower turbines, and solar photovoltaic arrays.
- 20.2 In accordance with national planning policy, significant weight is given to the wider environmental, social and economic benefits of renewable and low carbon energy generation. The impact on neighbouring residents and other sensitive receptors is also a significant consideration, but will vary, depending on the size, scale, location and type of technology proposed. Any potential cumulative impact of schemes within the area, including within and outside the city, will also be considered.
- 20.3 Some applications may need to be accompanied by an 'environmental statement' which will include an indication of the likely significant effect of the development on human beings, flora, fauna, soil, water, air, climate, landscape, material assets and cultural and historical heritage. Applications for wind turbine installations will need to include details of associated infrastructure such as new access roads so that the council can fully assess the proposal.



Chapter 21:

Waste

Waste

Policy DM9.1 - Proposals for new waste facilities should be focused on previously developed employment land (excluding land within Primary Employment Sites) and will be required to meet the following criteria:-

- a) Demonstrate the need for the facility;
- b) All waste processes and operations must be contained, processed and managed within buildings unless there are acceptable operational reasons why these processes cannot be contained within buildings ;
- c) There should be no unmitigated nuisance to adjacent premises or highway users by virtue of dust, odour, vibration, smoke, noise, mud or slurry;
- d) The site should be adequately screened;
- e) The site must have acceptable means of access to the local road network for the number and size of vehicles involved in the operation and should not lead to traffic movements that would prejudice highway safety and the free flow of traffic;
- f) Development that is judged to have a strong likelihood of creating unacceptable adverse visual, air or noise impacts on residents, neighbours and occupiers within the proximity of the development will not be permitted
- g) Development that is judged to have a strategic likelihood of creating unacceptable adverse impacts on the city's built, natural and historic environment will not be permitted

Policy DM9.2 - The City Council will safeguard existing waste transfer and management sites for waste management use, unless it can be demonstrated that:-

- a) there is no longer a need for the facility; and
- b) capacity can be met elsewhere; or
- c) appropriate compensatory provision is made in appropriate locations elsewhere in the city;
or
- d) the site is required to facilitate the strategic objectives of the city.

Alternative Approaches

The NPPF does not contain specific waste policies. National waste planning policy will be published in a National Waste Management Plan for England. In the mean time policies have been drafted in accordance with PPS10 and Core Strategy policies. **There is no alternative in the short term; the policy will be revised to accord with National Waste Management Plan for England once adopted.**

- 21.1 Policy DM8 focuses on the key criteria and supporting information required as part of a proposal to determine planning applications. The criteria will be used to assess all types of waste proposals. As set out at Policies CS3 and DM3, three tiers of employment land are identified - proposals for waste facilities will not be supported on Primary Employment sites. Applicants will be expected to demonstrate the need for the facility in terms of the type of facility and taking account of the capacity findings discussed in Chapter 9 (Waste) of the Core Strategy. To ensure waste disposal sites operate without detriment to amenity, public safety and without having a significant adverse effect on the environment and appearance of the proposed development site, it is expected that proposals will be located within buildings, this is particularly so where they would adversely affect sensitive uses.
- 21.2 Some applications may need to be accompanied by an 'environmental statement
- 21.3 Existing waste management sites are part of the infrastructure for waste development in Sunderland. Depending on individual circumstances, such sites may also have the potential to increase their capacity, or be able to diversify to provide additional waste services and facilities. As some waste management facilities can be of a relatively low value land use, some of these sites could be vulnerable to redevelopment for other uses. Sites should therefore be safeguarded from development for non-waste management uses.

Chapter 22:

Minerals

Minerals

Policy DM10.1 - Proposals for mineral extraction must demonstrate the extent, quality, significance and need for the reserves to be extracted and must ensure that:-

- a) The natural and historic environment is conserved, managed and enhanced as appropriate. Where this is not possible because the benefits of mineral extraction outweigh any likely harm to the natural and historic environment, significant justification and mitigation must be provided
- b) There should be no unmitigated nuisance to adjacent premises or highway users by virtue of dust, odour, vibration, smoke, noise, mud or slurry
- c) Sensitive working practices, high operating standards and environmental management systems are adopted
- d) Workings will not increase the potential of flood risks or surface water flooding
- e) Essential infrastructure is protected
- f) Sustainable transport methods for transportation of minerals are utilised where possible
- g) The site must have acceptable means of access to the local road network for the number and size of vehicles involved in the operation and should not lead to traffic movements that would prejudice highway safety and the free flow of traffic; and
- h) Practices to facilitate sensitive environmental restoration and aftercare of the site should be incorporated into the day-to-day operation of the site by the operator, for the lifetime of the site and for a period thereafter which will be agreed with the City Council prior to Mineral Extraction commencing

Policy DM10.2 - There will be a presumption against open cast coal extraction within the city unless:-

- a) There is an identified need for such resources, and
- b) The proposal is environmentally acceptable, or can be made so through agreed mitigation or through planning conditions or legal obligations; or
- c) The proposal can provide city wide, local or community benefits which clearly outweigh any likely adverse impacts
- d) The applicant can satisfy the criteria policy DM9.1

Policy DM10.3 - Within Mineral Safeguarding Areas, proposals for non-mineral development of sites will need to demonstrate, where appropriate, that they will not result in the sterilisation of mineral resources, or where they do that the mineral resources are either not economically viable for extraction or can be extracted prior to development taking place.

Policy DM10.4 - Before granting planning permission for non-mineral development within a Coal Mineral Safeguarding Area, consideration will be given to feasibility/viability of the extraction of coal resources prior to development commencing (defined on the Key Diagram).

Policy DM10.5 - For all new development proposals, consideration should be given to hazards arising from past coal mining, in particular land instability and mine gas. For development sites within The Coal Authority's most up-to-date 'Development High Risk Areas', developers will be required to prepare a Coal Mining Risk Assessment and/or carry out site investigations (unless the planning application type or nature of proposed development is included within The Coal Authority's most up-to-date list of exemptions), to be submitted with the planning application.

Alternative Approaches

The policy requirement reflects the NPPF's approach to facilitating the sustainable use of minerals. **There is no reasonable alternative.** The policy accords with the NPPF on land instability. **There is no reasonable alternative.**

- 22.1 In addition to the above policies, applications for mineral extraction should be considered alongside the National Planning Policy Framework: Technical Guidance.
- 22.2 Policy DM10 focuses on the key criteria that will be used to judge applications. Proposals for mineral extraction (including extensions to existing sites), will be required to robustly justify the requirement for extraction, specifically in relation to the need for the site to maintain supply in line with the sub-regional apportionment and /or the maintenance of the aggregates landbank.
- 22.3 The possibility of significant environmental and social effects associated must be fully understood before consideration can be given as to whether the proposed development is acceptable. The applicant will be expected to provide detailed information of the likely significant effect of the development on human beings, flora, fauna, soil, water, air, climate, landscape, material assets and cultural and historical heritage.
- 22.4 Proposals should be supported by a scheme for restoration and an end-date by which this will have been implemented. The restoration of minerals sites will be expected to be done progressively, with small sections of the site worked and then restored and so on. Restoration should maximise public and environmental benefit, but its after-use should be determined in relation to its land use context and surrounding environmental character. Where possible, restoration schemes should make contributions towards achieving specific targets set out in the Durham Biodiversity Action Plan.
- 22.5 Sunderland has a limited supply of mineral resources; therefore it is necessary to safeguard known minerals resources from other development that could sterilise their eventual extraction. It is a Government requirement that proven resources are not needlessly sterilised by non-mineral development, and that there should be prior extraction of the mineral if it is necessary for such development to take place. Sunderland's Minerals Safeguarding Areas (MSA) have been developed in accordance with guidance published by the British Geological Survey and by using mineral resource information provided by the British Geological Survey and the Coal Authority.
- 22.6 With regards development proposals within Coal MSAs, where it can be accommodated in an environmentally acceptable manner and provided that the proposed development is not prejudiced or delayed significantly, coal resources should be extracted prior to development commencing. In order to avoid potential problems of delay, any potential surface coal working should be included in an overall programme for the development.
- 22.7 Land instability and mining legacy is not a complete constraint on new development; rather, because the legacy of past mining has been addressed, the new development is safe, stable and sustainable.

Chapter 23:

Infrastructure and Developer Contributions

Infrastructure/Developer Contributions

Policy DM 11 - Where appropriate, the provision of new infrastructure will be required to be provided on site. Where this is not possible, the applicant will be expected to provide infrastructure off-site but within close proximity to the proposed development site.

In instances where neither on-site nor off-site provision is appropriate the developer will be required to submit robust justification demonstrating why. In this instance a commuted payment is likely to be sought.

In determining the nature and scale of any planning obligation, specific site conditions and other material considerations including viability will be taken into account.

Where necessary the applicant will be required to provide detailed information on how and when the infrastructure will be implemented and once implemented how the infrastructure will be maintained and managed in its longevity.

Alternative Approaches

The policy accords with the NPPF in ensuring the viability of a development scheme is taken into account when seeking developer contributions. It would be unreasonable for the council not to do so. **There is no reasonable alternative.**

- 23.1 The NPPF acknowledges the value of planning obligations in the planning system but highlights that they should be proportionate and reasonable. It sets out that the combined impact of obligations and other policy requirements should not be such that the ability to develop sites viably is threatened.
- 23.2 It is recognised that there may be some sites where viability is an issue and planning obligations are not financially achievable. In this instance a robust economic viability assessment must be submitted. The viability assessment must fully detail the financial limitations of the site/proposed development and clearly demonstrate how the planning obligations are not deliverable.
- 23.3 For larger development sites, where development will be phased consideration will be given to provision for a review of the scheme's viability prior to the commencement of future phases of development.
- 23.4 Where infrastructure is necessary to make a particular development acceptable in planning terms (such as environmental mitigation or compensation), the development will not be approved if the measures required cannot be secured through appropriate conditions or agreements.

Core Strategy 2013 Glossary

(* = definition of the National Planning Policy Framework)

Affordable housing*

Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.

Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).

Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.

Aggregates

Aggregates are bulk materials used in the construction industry for purposes such as making concrete, road surfacing, mortar etc or in constructing foundations and embankments.

Allocations Development Plan Document (or Allocations DPD)

Taking its lead from the Core Strategy, a separate city-wide Allocations Plan will be prepared which will provide the site specific detail. This may also be supplemented by Neighbourhood Plans which relate to small distinctive localities.

Appropriate Assessment (AA)

Appropriate Assessment is the assessment of likely effects of a development plan or proposal on the integrity of designated European wildlife sites, and the identification of mitigation measures or alternative solutions, where appropriate.

Area Action Plan (AAP)

An Area Action Plan is a Development Plan Document (DPD) within the Local Development Framework (LDF), which provides the planning framework for areas where significant change or conservation is needed. Area action plans should:

- deliver planned growth areas
- stimulate regeneration
- protect areas particularly sensitive to change
- resolve conflicting objectives in areas subject to development pressures, or
- focus the delivery of area based regeneration initiatives.

Article 4 direction*

A direction which withdraws automatic planning permission granted by the General Permitted Development Order.

Biodiversity

The variety of life on Earth at all its levels and the processes that sustain it.

Biodiversity Action Plan (BAP)

A Local Biodiversity Action Plan provides an overarching framework for habitat and species conservation, and works on the basis of partnership to identify local priorities and targets.

Brownfield land/sites

Brownfield land or sites comprise land that has been previously developed, and can include derelict or contaminated land. Gardens are not brownfield sites

The Building Research Establishment Environmental Assessment Method (BREEAM)

A family of methods and tools all designed to help construction professionals understand and mitigate the environmental impacts of the developments they design and build.

Building for Life

Building for Life is the national standard for well-designed homes and neighbourhoods. The Building for Life assessment scores the design quality of planned or completed housing developments against the 20 Building for Life criteria.

Coalfield Regeneration Route

The Coalfield Regeneration Route is part of a range of transport proposals designed to address such issues as opening up employment and housing development opportunities on a number of brownfield sites, in locations that would otherwise be unattractive to developers. The Coalfield Regeneration Route will link the A19 to the A1 (M) via the A690 in Sunderland. The Route is made up of a number of individual schemes:

- The Central Route (Shiney Row to Rainton Bridge).
- Hetton Link (Rainton Bridge to Hetton to Easington Lane).
- East Durham Link Road (Easington Lane to Murton).

Carbon emissions

Carbon that enters the atmosphere as a result of burning carbon-based fuels, chiefly coal, oil and natural gas.

Central Route

This will provide a single carriageway link between the B1284 at Rainton Bridge, which links to the A690, and the A182 Washington Highway to the north of Shiney Row. The route will provide bypasses for Houghton le Spring, Newbottle, Philadelphia, New Herrington, Shiney Row and Fencehouses. The Central Route will form part of the Coalfield Regeneration Route.

Clustered accommodation

Core and cluster (a 'core' house that offers more intensive support, with 'cluster' properties within the near vicinity of the 'core' house where people can live more independently, but can utilise staff within 'core' house)

Code for Sustainable Homes (CSH)

The Code for Sustainable Homes is an environmental assessment method for new homes and contains mandatory performance levels in seven key areas. In 2007 The Code for Sustainable Homes replaced Ecohomes as the preferred method of assessing the sustainability of new housing in England.

Community Infrastructure Levy (CIL)*

A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.

Community Right to Build Order*

An Order made by the local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a site-specific development proposal or classes of development.

Comparison retailing

Comparison retailing is the provision of items not obtained on a frequent basis. These include clothing, footwear, household and recreational goods.

Conservation Area

An area of special architectural or historic interest, whose character, appearance and/or setting is desirable to preserve or enhance.

Convenience retailing

Convenience retailing is the provision of everyday essential items, including food, drinks, newspapers/magazines and confectionery.

Creative industries

Often defined as those industries that focus on creating and exploiting intellectual property products; such as the arts, films, games or fashion designs, or providing business-to-business creative services such as advertising.

Decentralised energy*

Local renewable energy and local low-carbon energy usually but not always on a relatively small scale encompassing a diverse range of technologies.

Density

In the case of residential development, a measurement of either the number of habitable rooms per hectare or the number of dwellings per hectare.

Developer contributions

Developers are often asked to make financial contributions (known as Section 106 payments) to the city council to address the impact of their development instead of providing facilities as part of the developments themselves. These off-site contributions are used to provide or improve local amenities such as play areas, parks and open spaces, sports facilities and community centres. The request for developer contributions is made in line with national and local planning policy.

Development Management

The planning function within a local authority that processes and makes decisions on planning applications. Formally known as Development Control.

Designated heritage asset*

A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

Drainage strategy

A drainage strategy is a report that is required, usually as part of a planning application, to demonstrate that the most sustainable foul and surface water drainage solutions have been considered for the development.

Durham Heritage Coast

Durham Heritage Coast Partnership is a partnership of authorities, agencies and community bodies with an interest in the coast in Sunderland, Durham and Hartlepool. A small management team is in place to lead the work of partners and to protect and enhance the special qualities of this unique coastline.

Ecological networks*

These link sites of biodiversity importance.

Enterprise zones

Enterprise Zones (EZ) are areas in which policies to encourage economic growth and development are implemented. The Government's approach to the 'new generation' of EZ is based on a combination of financial incentives and simplified planning procedures to attract investments and private companies into the zones.

Environmental statement

Certain types of developments, which have a significant effect on the environment because of their nature, size or location, will need to be accompanied by an 'environmental statement' which will include an indication of the likely significant effect of the development on human beings, flora, fauna, soil, water, air, climate, landscape, material assets and cultural and historical heritage. The Town and Country Planning (Environmental Impact Assessment) Regulations 2011 sets out the types of development that are likely to require Environmental Impact Assessment as either Schedule 1 (mandatory) or Schedule 2 (discretionary) type developments. An Environmental Statement must accompany all applications subject to Environmental Impact Assessment.

Executive Dwelling

High quality accommodation suited to the needs and aspirations of higher income households, with two distinct features:

1. High property values – High values are linked to desirable locations
2. High quality construction – Exterior and interior fittings

Extra care housing

Extra care housing is independent housing for older people with the option to receive care and support, tailored to the needs of the individual. Residents have their own self contained homes, with their own front doors, alongside communal facilities often found in sheltered housing (such as residents' lounge, guest suite, laundry). In addition, extra care often includes a restaurant or dining room, health & fitness facilities, hobby rooms and even computer rooms. Most schemes have a mix of residents with different levels of needs, some can be fully independent but others may have in-depth care needs.

Factory shop

A factory shop is a store attached to a factory or manufacturing unit, sometimes allowing customers to watch the production process, which often enables the sale of goods more cheaply, as it allows the manufacturer to sell directly to the customer.

Flood risk assessment

The Environment Agency requires a Flood Risk Assessment (FRA) to be submitted alongside planning applications in areas that are known to be at risk of flooding (within flood zones 2 or 3) and/ or are greater than 1ha in area; planning permission is not usually granted until the FRA has been accepted by the Environment Agency.

Floorplate

The area of any given floor; sometimes called the footprint.

Geodiversity*

The range of rocks, minerals, fossils, soils and landforms.

Green Belt

A designation for land around certain cities and large built-up areas, that aims to keep this land permanently open or largely undeveloped.

Greenfield

Land (or a defined site) which has never been built on before or where the remains of any structure or activity have blended into the landscape over time. A more detailed definition can be found in Planning Policy Statement 3: Housing in relation to 'Previously Developed Land'.

Green Infrastructure*

A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

Green wedges

Green wedges are part of the overall green infrastructure network and play an important role in protecting areas of open land around and within urban areas and maintaining settlement identity.

Gypsies and Travellers

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age, have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling show people or circus people travelling together as such.

Hazardous substances

Substances specified in column 1, Schedule 1 of the Planning (Hazardous Substances) Regulations 1992

Heat recovery

Heat recovery is the collection and re-use of heat arising from any process that would otherwise be lost. The process might be inherent to a building, such as space heating, ventilation and so on, or could be something carried out as part of business activity, such as the use of ovens, furnaces and the like. Heat recovery can help to reduce the overall energy consumption of the process itself, or provide useful heat for other purposes.

Heritage asset*

A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

Heritage impact assessment

A Heritage Impact Assessment is normally needed for any application that directly affects a heritage asset or its setting. It should be completed using appropriate expertise and provide the local planning authority with enough information to adequately understand the impact of the proposals on the significance of any heritage assets affected.

Historic environment*

All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

Historic Environment Record (HER)*

Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.

Historic Park

Parks or gardens formally recognised on the national Register of Parks and Gardens of Historic Interest for their special significance. The Register is compiled by English Heritage and is intended to safeguard the features and qualities that make the parks or landscapes of national importance.

Houses in multiple occupation

As defined by circular 08/2012 'Changes to Planning Regulations for Dwellinghouses and Houses in Multiple Occupation'. In broad terms, the new C4 class covers small shared houses or flats occupied by between three and six unrelated individuals who share basic amenities. Large houses in multiple occupation – those with more than six people sharing – are unclassified by the Use Classes order and are therefore considered to be 'sui generis'.

Housing Market Assessment (HMA)

A study of housing needs and demand across the city.

Incubator units

Part of an initiative to help create and grow young businesses by providing them with necessary support and financial and technical services, incubator units are small units of space which may be leased by a tenant and in which management maintains or provides access to business development services for use by tenants, to assist in the growth of their start-up small businesses;

Infrastructure

Essential facilities, services, and organizational structures for urban areas and communities including transport schemes, flood defences, schools, hospitals and other health and social care facilities, parks, green spaces and leisure centres.

Infrastructure Delivery Plan

The delivery of a sound local development framework (LDF), including the core strategy is dependant on an infrastructure/investment delivery plan (IDP). The Infrastructure Delivery Plan identifies the relevant infrastructure requirements of the LDF, including information on funding sources and the providers.

Inward investment

The injection of money from an external source into a region, through investing in or purchasing the goods of a local economy or setting up a branch or a new company in the area.

Key diagram

The diagrammatic interpretation of the spatial strategy as set out in the Core Strategy Development Plan Document.

Key Employment Areas

These areas are not considered to be not as strategically important as Primary Employment Areas. A more flexible approach to new development is considered to be more appropriate, though a main requirement will be to ensure that industrial operations remain unaffected. Development Management policies set out the specific requirements for these areas.

Less than best

Disposal of local authority owned land for less than the best consideration that can reasonably be obtained. Normally, a disposal must be for the best consideration reasonably obtainable.

Lifetime homes accreditation

Lifetime Homes are ordinary homes designed to incorporate 16 Design Criteria that can be universally applied to new homes at minimal cost. Each design feature adds to the comfort and convenience of the home and supports the changing needs of individuals and families at different stages of life.

Limestone Landscapes Partnership

The Limestone Landscapes Partnership was initiated in 2007 following a study commissioned by County Durham Environment Partnership and Natural England to look at whether a long-term landscape-scale partnership would be feasible across the Magnesian Limestone area.

Listed Building

A building of special architectural or historic interest. Graded I (highest quality), II* or II.

Local Development Order*

An Order made by a local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a specific development proposal or classes of development.

Local Nature Reserve (LNR)

Non-statutory habitats of local significance designated by local authorities where protection and public understanding of nature conservation is encouraged. (See also Local Wildlife Site or Site of Special Scientific Interest).

Local Plan*

The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan. The term includes old policies which have been saved under the 2004 Act.

Local Wildlife Site (LWS)

Locally important sites of nature conservation adopted by local authorities for planning purposes. These were formerly called Sites of Nature Conservation Importance (SNCI).

Locations for Major Development (LMDs)

Unlike Strategic Sites, Locations for Major development (LMDs) are not critical to the delivery and success of the Core Strategy; however the LMDs can help to regenerate large areas across the city. Planned in a comprehensive fashion, these would have a significant impact upon the pattern of land use within the city. These locations do not constitute site specific allocations, but provide further context for future development options that will be refined in further detail in the emerging site specific Allocations Development Plan Document.

Low Carbon Economic Area (LCEAs)

Low Carbon Economic Areas (LCEAs) were introduced as part of the government's Low Carbon Industrial Strategy, and aims to draw together national, local and regional agencies to better accelerate the growth of low carbon industries, skills and supply chains.

(Durham) Magnesian Limestone Escarpment

A narrow belt of Magnesium-rich limestone that exists across Tyne and Wear and East Durham. The belt consists of a main plateau, together with a western escarpment running south-west / north-east across the city. The escarpment contains a number of protected wildlife and geological sites, and is also actively quarried in places.

Main town centre uses*

Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

Major Hazards*

Major hazard installations and pipelines, licensed explosive sites and nuclear installations, around which Health and Safety Executive (and Office for Nuclear Regulation) consultation distances to mitigate the consequences to public safety of major accidents may apply.

Mineral Safeguarding Area*

An area designated by Minerals Planning Authorities which covers known deposits of minerals which are desired to be kept safeguarded from unnecessary sterilisation by non-mineral development.

Natura 2000

A network of marine and land-based areas of international importance designed to conserve natural habitats and species of plants and animals.

Neighbourhood

There is no specific or statistical definition of neighbourhood; the term is used as an informal term to refer to a small area of a town or city or a social group occupying a local area.

Neighbourhood Development Order*

An Order made by a local planning authority (under the Town and Country Planning Act 1990) through which Parish Councils and neighbourhood forums can grant planning permission for a specific development proposal or classes of development.

Neighbourhood plans*

A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

North East Local Enterprise Partnership (NELEP)

Sunderland forms part of the North East Local Economic Partnership (NELEP), consisting of Northumberland County Council, Durham County Council and the four remaining Tyne and Wear Authorities. An Enterprise Zone was designated in 2011 totalling some 117 hectares, containing sites in Sunderland, Newcastle, North Tyneside and Blyth. The Sunderland element of the Enterprise Zone - the A19 Ultra Low Carbon Vehicles Corridor - is based around the Nissan Car Plant totalling some 32 hectares. This area will be promoted for advanced manufacturing, innovation, research and development in the ultra low carbon vehicles sector.

Open space/Greenspace*

All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

Partners

A range of public and private organisations that the council works together with to make improvements to the quality of life for people in Sunderland.

People with disabilities*

People have a disability if they have a physical or mental impairment, and that impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. These persons include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs.

Permitted Development Rights (PDR)

The planning terms that details what different land users can do to their buildings and or land without the requirement for planning permission

Planning condition*

A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.

Planning gain

A term (sometimes referred to as planning obligations or planning agreements) used to refer to the system of developer contributions or the benefits that result from such arrangements.

Planning obligation*

A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal.

Pollution*

Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light.

Previously Developed Land (PDL) or 'brownfield' land*

Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

Primary Employment Areas

Primary Employment Areas are considered essential to the long-term economic success of the city. These areas should be entirely protected from non-employment uses which could impact on their viability as employment locations.

Priority habitats and species*

Species and Habitats of Principle Importance included in the England Biodiversity List published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act 2006.

Public realm

The parts of a village, town or city (whether publicly or privately owned) that is available, without charge, for everyone to use. This includes streets, squares and parks.

Ramsar sites*

Wetlands of international importance, designated under the 1971 Ramsar Convention.

Regional Spatial Strategy (RSS)

Until recently the Regional Spatial Strategy also formed part of the council's development plan. This provided regionally-based policies and set long term district targets primarily for future housing and employment needs and it was a requirement that our own plans conformed to the RSS. In March 2013 the RSS for the North East was formally revoked under the Localism Act.

Registered provider

Registered providers are independent housing organisations providing social housing within the definition in section 80 of the Housing and Regeneration Act 2008 and registered with the Homes and Communities Agency

Renewable and low carbon energy*

Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).

Research and development (R&D)

Discovering new knowledge about products, processes, and services, and then applying that knowledge to create new and improved products, processes, and services.

Retirement villages

Planned communities of new homes often built around central facilities offering medical care, community services and entertainment, for retired residents over 55 years.

Scheduled Monument

A Scheduled Monument is a nationally important historic building or structure or archaeological site, given protection against detrimental and unauthorised change.

Section 106 Agreement

Section 106 agreements are a mechanism for enabling developer contributions, which allow a local planning authority to enter into a legally binding agreement or planning obligation with a landowner in association with the granting of planning permission. Agreements are a way of delivering or addressing matters that are necessary to make a development acceptable in planning terms. They are increasingly used to support the provision of services and infrastructure, such as highways, recreational facilities, education, health and affordable housing.

Sequential Approach

A planning approach that seeks to identify, allocate or develop land, based upon sustainable development principles. For example, brownfield housing sites before greenfield sites, or town centre retail sites before out-of-centre sites.

Settlement breaks

Settlement breaks are areas of the countryside that do not have Green Belt protection but have been identified in the council's 1998 Unitary Development Plan (UDP) to be protected from development.

Site of Special Scientific Interest (SSSI)*

Sites designated by Natural England under the Wildlife and Countryside Act 1981.

Social rented housing

Rented housing owned and managed by local authorities and registered social landlords.

Housing provided at a cost considered affordable in relation to average incomes or the price of general market housing. Sometimes considered as falling into two subcategories: "social housing" – where rent levels are set in line with the Government's rent influencing regime; and "intermediate housing" – a mix of low cost home ownership products (for example shared ownership) and other reduced cost rental products primarily in the form of key worker housing.

Spatial planning

To ensure the most efficient use of land by balancing competing demands within the context of sustainable development. Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function.

Special Areas of Conservation (SACs)*

Areas given special protection under the European Union's Habitats Directive, which is transposed into UK law by the Habitats and Conservation of Species Regulations 2010.

Special Protection Areas (SPAs)*

Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the Birds Directive.

Stepping stones*

Pockets of habitat that, while not necessarily connected, facilitate the movement of species across otherwise inhospitable landscapes.

Stop-over pitches

Locations frequented by Gypsies and Travellers, usually for short periods of time

Strategic Environmental Assessment*

A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.

Strategic Housing Land Availability Assessment (SHLAA)

The primary role of the assessment is to: identify sites with the potential for housing; to assess the housing potential of these sites and finally; to assess when the site is likely to come forward for development.

Strategic Flood Risk Assessment (SFRA)

Strategic Flood Risk Assessments are produced in consultation with the Environment Agency, and are intended to form the basis for preparing appropriate policies for flood risk management at a local level. The SFRA provides information on the probability of flooding, such as that from groundwater sources and sewers. It also takes into account the impacts of climate change. It is intended that the SFRA will be used to ensure that in allocating land or determining applications, development is located in areas at lowest risk of flooding.

Strategic Site

A Strategic Site is an area which is considered central to the achievement of an authority's Core Strategy. National planning policy allows Core Strategies to specifically identify such sites for development.

Sunderland Software City

Sunderland Software City is a new initiative, designed to inspire and encourage the growth of the Software Industry in the region, and to make the area an attractive location of choice for software businesses.

Supplementary Planning Document

Part of the LDF, Supplementary Planning Documents (SPDs) provide supplementary information in respect of the policies contained in DPDs, and tend to focus on particular issues or on particular places. They do not form part of the Development Plan and are not subject to an independent examination. Sunderland's SPDs to date include:

- Sunnyside Planning and Design Framework
- Sunderland City Centre Evening Economy
- Residential Design Guide

- Design and Access Statement
- Household Alterations and Extensions
- Development Control Guidance Document
- Central Area Urban Design Strategy

Supported living accommodation

Supported accommodation offers services to tenants with special needs that are not normally provided in the mainstream rented sector. A wide range of accommodation with associated support is generally included in the term 'supported accommodation'. It includes sheltered accommodation provided principally for elderly people, hostel and other shared accommodation for people needing 24-hour staffed accommodation, and accommodation where people need only occasional social support and assistance.

Sustainability

Meets the needs of the present without compromising the ability of future generations to meet their own needs.

Sustainability Appraisal (including Strategic Environmental Appraisal)

The process of weighing and assessing all the policies in a development plan, Local Development Document, or Regional Spatial Strategy, for their global, national and local implications. (See also Strategic Environmental Assessment).

Sustainable transport modes*

Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport.

Sustainable Urban Drainage Systems (SUDs)

A concept that includes long term environmental and social factors in decisions about drainage. This describes a range of techniques for managing the flow of water run off from a site by treating it on site and so reducing the load on conventional piped drainage systems.

Trade counter

Limited ancillary retail space attached to a manufacturing/commercial premises intended for sale of goods made or stored on the premises to the trade/members only rather than to the general public.

Tandem development

Tandem development is a form of backland development, where one house is placed immediately behind another, and shares the same vehicular access.

Transport Statement/Assessment/Travel plan

The NPPF states that all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. A Transport Assessment is a comprehensive and systematic process that sets out various transport issues relating to a proposed development. It identifies what measures will be taken to deal with the anticipated transport impacts of the scheme in relation to all forms of travel.

For major development the Transport Assessment is normally accompanied by a Travel Plan, which is a report containing a package of measures tailored to the transport needs of the development aimed at increasing travel choices and reducing reliance on the private car. Travel Plans can also be requested for other types of development, such as extensions to existing developments or where car parking issues are present.

A Transport Statement is a simplified Transport Assessment and is used in some cases where transport issues arising out of development proposals may not require a full Transport Assessment. Transport Statements cover the smaller scale developments where the traffic impact is limited in both volume and area impact.

Traveling Showpeople

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above.

Tree Preservation Order (TPO)

A TPO is an order made by a local planning authority in respect of trees or woodlands, the principal effect of which is to prohibit the cutting down, uprooting, topping, lopping, wilful damage, or wilful destruction of trees without prior consent.

Tyne and Wear Local Transport Plan (LTP)

An integrated transport strategy, prepared by the 5 Tyne and Wear local authorities, that seeks funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy.

Tyne and Wear Lowlands

One of the character areas defined by Natural England. Centred on the lower valleys of the Tyne and Wear, the Lowlands are bounded on the south and east by the west facing escarpment of the Magnesian Limestone Plateau and, to the west, by the rising land of the Durham Coalfield Pennine Fringe. To the north, the extensive conurbation lying in the broad valley of the Tyne merges in to the South East Northumberland Coastal Plain.

Unitary Development Plan (UDP)

The UDP is the adopted development plan for the City, prepared under the 1990 Development Plan Regulations, and provides land-use designations and planning policy for the whole of the city.

Urban area

The built up area as indicated on Figure 7 within the Core Strategy document.

Use Classes Order

The Town and Country Planning (Use Classes) Order 1987 puts uses of land and buildings into various categories. Planning Permission is not needed for changes of use within the same use class. The following list details the different Use Class Orders:

- A1 Shops
- A2 Financial and professional services
- A3 Restaurants and cafés
- A4 Drinking establishments
- A5 Hot food takeaways
- B1 Business
- B2 General industrial
- B8 Storage or distribution
- C1 Hotels
- C2 Residential institutions
- C2A Secure Residential Institution
- C3 Dwelling houses
- D1 Non-residential institutions
- D2 Assembly and leisure
- Sui Generis - Certain uses do not fall within any use class and are considered 'sui generis'. Such uses include: theatres, houses in multiple occupation, hostels providing no significant element of care, scrap yards. Petrol filling stations and shops selling and/or displaying motor vehicles. Retail warehouse clubs, nightclubs, launderettes, taxi businesses, amusement centers and casinos.

Viability

In terms of retailing, a centre that is capable of success or continuing effectiveness.

Vitality

In terms of retailing, the capacity of a centre to grow or develop.

Wildlife corridor*

reas of habitat connecting wildlife populations.

Windrow composting

A commonly used farm scale composting method, windrow composting is the production of compost by piling organic matter or biodegradable waste, such as animal manure and crop residues, in long rows, (windrows).

World Heritage Site

A cultural or natural site of outstanding universal value designated by the International Council on Monuments and Sites (ICOMOS).

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